RENT SUPPLEMENT PROGRAM:
TENANT SATISFACTION

OPERATIONAL PLANNING BRANCH
ONTARIO HOUSING CORPORATION

FEBRUARY 1983

ACKNOWLEDGEMENTS

This report was originally prepared by M. Lynn Morrow who, along with Andrew Pakula, was also responsible for the data collection.

The cooperation of the tenants, the Housing Authority staff and the private landlords was greatly appreciated.

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1. INTRODUCTION

Public housing projects are ghettos of the poor; tenants are burdened with a social stigma which, in large part, is caused by social and visual segregation. Housing is a symbol of status and for the public housing tenant the message is clear: disadvantaged. The integration of low-income families into the community is the answer. The rent supplement program avoids the stigma of public housing.

The supply of rent supplement units and the cost of the subsidy are dependent upon the vagaries of the marketplace. Consequently, tenants have less security of tenure. Rent supplement tenants are disadvantaged by a lack of social and consultative services and by the stigmatization of their economic, and therefore, social status in the community. Public housing projects are the answer. Tenants living in a homogeneous low-income environment can share common problems and benefit from mutual support.[1]

The pros and cons of public housing projects versus rent supplement units have been much debated over the years. Like a revolving door, the once touted solution becomes stigmatizing while the highly criticized alternative is now found to be psychologically and socially fulfilling. In fact, the real issue to be addressed is that of exclusivity; i.e., the propagating of only one method of meeting the needs of low-income families. Subsidized tenants differ. Therefore, different kinds of programs and projects are required to serve different kinds of needs.

The intent of this study was to discover the feelings of the rent supplement tenants themselves. The question addressed in this report is not which program is best, but rather, what aspects of the residential environment are important to tenant satisfaction.

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[1] The preceeding paragraphs paraphrase commonly held views and opinions.

2. PURPOSE & SCOPE OF STUDY

The purpose of the study on which this report is based was to assess the Rent Supplement Program using tenant satisfaction as the criterion for evaluation. "This focus on the housing users stems in part from the realization that often there are important social, cultural and economic differences between those who make housing policy and operate housing assistance programs and those who are the target of such policies and programs".[1] While it may not be ascribed in the Provincial legislation as a major goal, the central reason for public housing programs implicit in public policy is the well-being of its residents. Thus, it seems reasonable to conclude that the more satisfied rent supplement tenants are with their living environment, the more successful the Program is which made that accommodation available.

This study was also intended to assess the validity of a number of ciriticisms of the Rent Supplement Program that have been raised by various tenant groups. These criticisms are:

- Rent supplement tenants are ostracized by private tenants who are not subsidized.

- Rent supplement tenants are frustrated by their inability to follow the same socio-cultural pursuits as private tenant neighbours.

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1 HUD; Residents' Satisfaction in HUD-Assisted Housing: Design and Management Factors; by G. Francescato, et al, University of Illinois.

- Rent supplement tenants receive less support from social service agencies than public housing tenants.

- Public housing tenants benefit from mutual support by sharing common problems faced by low-income families.

STUDY DESIGN

Since the purpose of the research was to explore tenants' attitudes regarding the Rent Supplement Program, both quantitative and qualitative measures were used. In-depth interviews were conducted with Housing Authority staff and private management staff. On-site evaluations were undertaken by the interviewers at each location. Probing interviews were conducted with tenants comprising both open-ended questions and a Tenant Satisfaction Scale. The latter provided the researchers with both quantifiable data and a means of attributing priority to some of the concerns raised in the more free-flowing discussion.

While the administration of a structured questionnaire would have provided more quantifiable data, it was felt that richer information would flow from a personal semi-structured interview and would be more valuable given the exploratory nature of this study. The major advantage of a personal interview is its greater flexibility in both exploring areas of concern and in probing for the reasons that may underlie an expressed opinion.

The study was designed to include only family tenants[2] living in either a public housing project or in a privately-owned and managed development which has been leased through a Rent Supplement Agreement. Hence, neither senior citizen tenants nor family tenants living in non-profit or community sponsored housing developments were included in this study.

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2 For the purpose of the research, family tenants were operationally identified as a parent (or parents) with a dependant child(ren); i.e., under 21 years of age.

As the purpose of the study was to investigate tenant satisfaction with the Rent Supplement Program, issues relating to financial and administrative implications of the Program were clearly beyond the scope of the study and, therefore, are not addressed in this report.

The following factors were felt to be important to the design of this study:

1. The characteristics of the communities in which the tenants lived: five communities were selected.

2. The characteristics of the housing developments. An effort was made to include two public housing projects and two rent supplement developments from each community sampled.

3. The attitudes of subsidized and non-subsidized family tenants living in rent supplement developments and public housing projects. An effort was made to interview 20 rent supplement tenants, ten public housing tenants and ten private tenants in each selected community.

Selection of Communities

There were 3,892 family rent supplement units under O.H.C. administration as of December 31, 1980. These units are located in 53 municipalities in 42 Housing Authorities. Since the majority of the rent supplement units (3,514 units or 90% of the total) are located in 25 municipalities, it was decided to select the communities to be studied from among these 25 municipalities.

The actual selection of those municipalities in which the study was conducted was based on four factors:

1. Since the 25 municipalities vary in terms of population size, the communities were selected to be representative of different municipality sizes. Specifically communities were selected in each of the following population ranges: less than 100,000 people; 100,000 to 500,000 people; and more than 500,000 people.

2. In addition, since the number of rent supplement units in each municipality varies, the communities were selected to be representative of these differences. As a result, communities were sampled in each of the following ranges: less than 100 rent supplement units; 100 to 500 rent supplement units; and more than 500 rent supplement units.

3. Further, the municipalities vary in terms of the ratio of rent supplement units to the total number of subsidized units; hence, the communities were selected to be representative of these differences. Municipalities were selected in each of the following ranges: rent supplement units comprise less than 37% of all subsidized units; 37% to 67%; and over 67% of all subsidized units are rent supplement units.

4. The communities were selected to represent varying types of municipalities including both autonomous cities and suburban communities.

It was determined that in order to accommodate each of these four factors, five communities had to be selected. The communities which were selected using a stratified random sampling approach are identified in Table 1.

Table 1: Communities Selected for Study

Municipality	Family Housing Units		
	Total	O.H.C. Owned	Rent Supplement
Lindsay	152	100	52
St. Catharines	528	416	112
Brampton	291	98	193
Gloucester	75	0	75
North York (Metro Toronto)	6,946*	6,328*	618
TOTAL	7,992	6,942	1,050
% of O.H.C.	18% (44,970)	17% (41,038)	27% (3,932)

* The number of family housing units in North York is an estimate and does not include those units normally allocated to senior citizens.

Selection of Developments[3]

Two rent supplement developments were selected in each of the communities except Lindsay, where three rent supplement developments were selected due to the small number of rent supplement tenants in each development. These developments were selected from among those rent supplement developments that had a minimum of ten rent-geared-to-income tenants. In the case of multiple buildings, a rent supplement development was determined to be one which had a single management, where the tenants had access to the same services and where the buildings were adjacent.

3 Detailed information regarding both the neighbourhoods in which the developments are located and the salient characteristics of the developments are included in Appendix B.

Two O.H.C. family projects were selected in each community except Gloucester where none exist and Brampton where there is only one O.H.C. development. With these two exceptions, projects were selected on the basis of their comparability with the rent supplement developments using the following three criteria:

- same structural type of building, such as apartments or row housing;
- similar range of bedroom sizes;
- same or similar type of neighbourhood.

Selection of Tenants

It was decided that a maximum of 190 in-depth interviews would be conducted with tenants: 40 family tenants in each of four communities and 30 family tenants in Gloucester where there are no O.H.C. family projects. This sample comprised 20 rent supplement tenants, 10 public housing project tenants, and 10 non-subsidized or private tenants in each of the selected rent supplement buildings. Interviews with private tenants living in developments with rent supplement units were conducted to provide a comparison group. Data from these interviews were analysed to determine which reactions were specific to public housing tenants and which were commonly shared by residents, both public and private.

Within each rent supplement development, 10 rent-geared-to-income family tenants were randomly selected. This sample population will henceforth be referred to as rent supplement tenants.

Five non-rent-geared-to-income family tenants were randomly selected from those non-rent supplement units that were of a similar bedroom size as the selected rent supplement units in each development. This sample will henceforth be referred to as private tenants.

Five family tenants were randomly selected from each O.H.C. project. This sample is henceforth referred to as public housing tenants.

The response rates for each tenant population sampled within each community are delineated in Table 2.

Table 2: Completed Tenant Interviews as a Percentage of the Total Number of Tenants Sampled

Municipality	Completed Tenant Interviews			
	Rent Supplement	Public Housing	Private	Total
Lindsay*	14 (70%)	10 (100%)	5 (50%)	29 (73%)
St. Catharines	15 (75%)	10 (100%)	9 (90%)	34 (85%)
Brampton	15 (75%)	8 (80%)	7 (70%)	30 (75%)
Gloucester	10 (50%)	no OHC	5 (50%)	15 (50%)
North York	17 (85%)	5 (50%)	3 (30%)	25 (63%)
TOTAL	71 (71%)	33 (66%)	29 (58%)	133 (73%)

* The sample in Lindsay was spread over 5 developments therefore building specific characteristics were more likely to influence the results.

With only a few exceptions, the rate of response was satisfactory. Less than satisfactory response rates were obtained in Gloucester and North York.

Gloucester. The interviewers experienced some hesitancy on the part of tenants to participate in this study. After completing the interviews in this area, it was learned that some tenants in one of the sampled developments had been robbed by a fraudulent interviewer only months earlier.

North York. The interviewers experienced considerable difficulty obtaining the sample of private tenants in this community. There were considerably more refusals. Public housing appeared to have a more negative image and private tenants were fearful of being associated in anyway with O.H.C. The O.H.C. tenant sample also proved to be more difficult to obtain in North York than in other communities.

Individuals appeared less eager to be interviewed and more vocal about their right not to be interviewed. The interviewers had considerably more refusals and 'no shows' among this group.

Data Collection

The following methods of data collection were used to obtain the results presented in this report (copies of these forms are included in Appendix C):

Housing Authority Interview
Private Landlord Interview
Tenant Interview
Municipal Statistics
Ministry Interview
Site & Neighbourhood Observation
Review of Literature

The Housing Authority Interview was undertaken in each of the chosen communities prior to the selection of the developments to be sampled. At that time the developments were identified and a sample of rent supplement and public housing family tenants was drawn. Following this, interviews were conducted with the private landlord or the project manager/superintendent, depending upon who was responsible for the final selection of the rent supplement tenants. At this time a sample of private family tenants was drawn.

Next, on a community by community basis, the required sample of tenants were telephoned to request their participation in the study and to schedule an interview. Those tenants who agreed to be interviewed were subsequently sent a letter confirming the intent of the survey and the Ministry's sponsorship.[4] Each tenant interview typically lasted 30-45 minutes. Prior to and after the completion of the tenant interviews, site and neighbourhood observations were recorded.

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4 A copy of this letter is included in Appendix C.

REPORT FORMAT

This report is organized into four sections. This section has detailed the purpose of the research and the design of the study. The next section describes the Rent Supplement Program and analyses the responses to the Housing Authority Interviews and the Private Landlord Interviews. The third section presents the results of the Tenant Interviews. Finally, section four summarizes the findings of the study and presents conclusions. Copies of the survey instruments and additional data are appended.

3. THE RENT SUPPLEMENT PROGRAM

The Rent Supplement Program was introduced in 1971 as the better way to provide subsidized rental accommodation to lower-income families.

PUBLIC HOUSING

Ontario Housing Corporation is the provincial agency which provides, through local Housing Authorities, subsidized rental housing to qualified lower-income families, senior citizens, physically handicapped persons and mentally retarded persons. There are 61 local Housing Authorities in operation managing 92,000 units of assisted rental accommodation in more than 300 municipalities across the province. Approximately 44,000 of these units are rented to low-income families.

Accommodation is provided to all tenants on a rent-geared-to-income basis. Geared-to-income rents run from 16.7 to 25 per cent of a family's gross income. Rent is calculated according to total gross income, before any deductions have been made, and not on the size or type of housing provided. The federal and provincial governments share the operating deficits.

A point-rating system is used to select the applicants most in need of subsidized housing. The housing is allocated on the basis of the greatest need, and priority is given to those who require housing assistance the most.

A major criticism of public housing has been the concentration of low income families in densely populated developments. It is felt that when families with problems are

surrounded by other people with problems each tend to reinforce the other's failures and lack of incentive. Some people believe that the overconcentration of lower-income families in densely populated public housing developments breed an environment in which an individual is very likely to become involved in, or be a victim of, anti-social behaviour. The validity of this belief is questionnable since many families living in public housing are there because of financial problems and do not exhibit any anti-social behaviour. Moreover, the public concern over the undesirable social effect of public housing is often not a concern for tenant welfare as much as its impact on the property values of the surrounding middle-class environment. This misconception about the type of families which live in public housing has led to the general public placing a negative social stigma on public housing tenants. Consequently, neighbourhoods often vehemently opposed the building of public housing in their community which, in turn, resulted in municipal reluctance to initiate public housing projects.

Both Hellyer's Federal Task Force on Housing & Urban Development (1969) and Comay's Provincial Task Force on Housing Policy (1973) recommended the avoidance of the 'past mistakes' of building large, high density public housing projects used exclusively for lower-income households. These recommendations have had a lasting influence in both the provincial and the federal governments' reluctance to build any more large-scale public housing.

The Social Integration Approach

The 'ghetto' image attached to public housing has been of great concern to the government and considerable thought has gone into identifying alternative housing strategies for low-income families. One of these strategies has been the 'social integration' concept, where a deliberate attempt is made to achieve a socio-economic mix of tenants in the same development. Advocates of the social integration approach have proposed that the integration of low-income families into the general community would benefit these families. Social mixing would provide lower-income families with the opportunity to come into contact with working-class values. This could result in lower-income groups emulating and internalizing working-class norms and would have beneficial effects on value systems related to family type, work ethic and the use of free time.

There is a high proportion of families in public housing which are single-parent led. A social mix approach would advocate moving low-income single-parent families in with other household configurations such as two-parent families, couples, singles and seniors. Thus, children of single-parent families would also be aware of different kinds of living arrangements. This may have some impact on the type of life choices these children eventually make. Similarly, the advocates of the social mix approach postulate that the high proportion of tenants living in public housing who receive social assistance promotes an acceptance of welfare as a normal way of life. The impression being that many tenants spend their lives in non-productive activity which can lead to boredom, dissatisfaction and anti-social behaviour. It is felt that exposure to working-class families may enable welfare tenants to see the benefits of work over welfare and the benefits of the purposeful use of free time. The shift from idleness to productive activity should help decrease the incidence of anti-social behaviour and vandalism in public housing developments and may, in fact, encourage tenants to spend some of their leisure time on improved care and maintenance of their housing units.

Although the 'social mix' approach has been prompted by good intentions and generally sound arguments, adversaries to the approach have pointed out its very clear disadvantages. The realities of low income, for one, hinder a lower-income family from participating in many of the cultural and recreational pursuits enjoyed by working-class families. In reality, therefore, some working-class examples cannot be emulated by families without similar financial resources. This could lead to resentment, bitterness and despair among lower-income families. It could also breed confusion and ambivalence in the value system of children of tenant families.

Since social status is usually influenced by economic status, lower-income families would tend to have very little status in a community where there is an income mix. They could, in effect, be stigmatized even more severely than they would otherwise have been had they remained in public housing. Whereas tenants in public housing projects can count on some degree of mutual support from families of their own kind, a similar support system would not be available in socially integrated projects. This could result in low-income families being increasingly alienated from the mainstream of society, an outcome contradictory to the expectations of the social integration approach.

THE RENT SUPPLEMENT PROGRAM

A number of programs were developed as alternatives to government-built and managed subsidized housing or, more accurately, as supplements to it. One of these was the Rent Supplement Program. Since 1971, Canada Mortgage & Housing Corporation and Ontario Housing Corporation have been committed to a Rent Supplement Subsidy Agreement (Section 44(1)(a) of the National Housing Act) wherein CMHC agreed to make certain contributions to assist O.H.C. in providing rent supplement accommodation to eligible low-income persons in privately-owned rental developments.

Of the 44,000 housing units that Ontario Housing Corporation rents to low-income families, about 40,000 are owned and operated by O.H.C. The remaining 4,000 are leased from private landlords under the Rent Supplement Program. All tenants of O.H.C. owned housing are subsidized and rents are calculated on the basis of tenant income. Under the Rent Supplement Program, on the other hand, no more than 25% of all tenants in privately owned rental accommodation are subsidized.

The increasing disenchantment with public housing coupled with the desire to provide low-income families with the opportunity to live in an integrated community, have resulted in the current trend away from the construction of more publicly-owned assisted rental housing. O.H.C. housing starts have declined dramatically in the past 5 years and the current policy of the Ministry of Municipal Affairs & Housing is that the need for additional housing units should be met through the Rent Supplement Program.

The Rent SupplementProgram was designed to meet some of the criticism of assisted housing which saw concentrations of low-income families in public housing projects, especially high density apartment complexes. Under this program, no more than 25% of the units in a building would accommodate low-income households; the rest would be private renters who would pay market rents. The purpose of the Program was to provide low-income housing in such a manner as to avoid the stigma typically attached to public housing developments. The idea was to integrate subsidized tenants into the community and thereby allow them anonymity.

The shift away from large concentrations of public housing is clearly desirable. However, while reliance on the private sector for the provision of low-income accommodation does meet many of the criticisms leveled at public housing, it does not assure an adequate supply of subsidized units nor does it guarantee the rent supplement tenant the same security of tenure granted his/her counterpart living in public housing.

Since the obvious goal of private sector owners is profit, their decisions are based on financial viability. Hence, the participation of private owners in the Rent Supplement Program is dictated by the vagaries of the marketplace. It is not surprising that when vacancy rates are low, few landlords choose to enter the program or to renew their agreement. However, when vacancy rates are high the Program offers private owners a guaranteed rent. In this way the stock of rent supplement units can fluctuate considerably. Also, as the subsidy is attached to the housing unit rather than the household, when units are taken out of the Program the household becomes displaced and would likely be transferred to a public housing development.

The specific objectives of the Rent Supplement Program vary considerably across the Province depending upon each Housing Authority's or each municipality's priorities. The manner in which the Rent Supplement Program is utilized in each Housing Authority depends upon the specific needs of the Authority's applicants/tenants and the comprehensiveness of the Authority's public housing stock. For example, one Housing Authority may choose to augment its existing housing stock through this program; e.g. most of the public housing in the area may be 3 or 4-bedroom units and there is a demonstrated need for smaller units. In another Housing Authority it may be decided that the Rent Supplement Program should be used to provide a more positive atmosphere for young single-mothers. In all cases the key to the Rent Supplement Program is the word 'supplement'. Not only does it refer to the rental subsidy or supplement which is integral to the Program, but to the concept of additional, incremental or supplementary accommodation. In other words, the Rent Supplement Program is intended to supplement the public housing in each Housing Authority. The manner in which this is done is determined at the local level.

Mechanics of Program

There are generally two ways through which a private landlord can enter the Rent Supplement Program: tender calls and mortgage incentives. First, landlords with proposed or existing rental units may apply to participate in the Rent Supplement Program by responding to a tender call made by the Ministry of Municipal Affairs & Housing. If the units offered are appropriate and the rents are fair, the Ministry will enter into a rent supplement agreement with the proponent for a maximum of 25% of the units in the development, for a term of 3 to 5 years. Second, in the case of developments which have benefited from government grants or mortgages with the provision that the landlord commit up to 25% of the units in the development to accommodate low-income persons, the Ministry will enter into an agreement with the owners for a longer period of time, usually 10 to 15 years.

The following delineates the procedure through which a subsidized tenant comes to live in a unit in a privately-owned building.

- Demonstrated Need: Under the Rent Supplement Program the Ministry considers offers of units from private landlords where there is a demonstrated need for subsidized housing. The type and number of units accepted are related directly to the local waiting list for subsidized accommodation.

- Inspection: The Community Housing Division of the Ministry is responsible for field evaluation of rent supplement units and co-ordinators can reject any unsuitable units or recommend to the Rent Supplement Evaluation Committee those units which they feel are acceptable based on input obtained from O.H.C and the local Housing Authority. The offered units are judged satisfactory in terms of established maintenance, decoration and property management standards.

- Review of Rent: The proposed rental rates are assessed by the Ministry to ensure that they do not exceed current market rents for comparable accommodation in the area. Landlords are paid the difference between the reduced rents and the full rental rate negotiated between the Ministry and the landlord. The rents are negotiated annually to ensure that they continue to fairly reflect market rents in the area.

- Rent Supplement Agreement: If the units are required and are of a satisfactory standard and the rents are acceptable, the Ministry will generally enter into a Rent Supplement Agreement with the proponent for the leasing of a maximum of 25% of the units in the development for a minimum of three years and a maximum of five years. Where developers have received government grants, loans or mortgages, such as CMHC's Assisted Rental Program (ARP), Rent Supplement Agreements may be entered into for longer periods of time. In both instances the agreement calls for an annual review of the initially established rental rate.

  When designating rent supplement units in a building, the idea is to select units in such a way as to disperse them throughout the development rather than to concentrate rent supplement units in one area. To facilitate this distribution the agreement identifies specific units as rent supplement units for the duration of the agreement. For example, units 201, 304 and 805 would be clearly identified rather than simply stating that three units will be rent supplement units.

  An additional clause is added to the agreement to allow for rent adjustments downwards during the lease term to reflect any reductions in the tenant's income. In this case, the subsidy would be increased to maintain the rental figure in the O.H.C.-landlord agreement.

  After the Rent Supplement Agreement is signed and the Housing Authority has been provided with an authorization to lease, the landlords, whose offers of units have been approved for leasing, meet with the local Housing Authority's tenant placement staff to discuss the tenant selection process.

- Tenant Selection: The tenant selection process is a joint responsibility of the local Housing Authority and the landlord or his delegate (e.g. property manager or superintendent). Prospective tenants are selected by the Housing Authority staff from the local waiting list which assigns them a priority according to their need. There is no separate waiting list for the Rent Supplement Program.

Applicants are selected from the same waiting list for both public housing and rent supplement units. As far as possible the applicants are selected from those who had made a request for the general area in which the vacancies exist and from those who require the size of unit available.

Two applicants are referred to the landlord together with basic information about each applicant, such as family composition and source of income. The applicant's file is confidential and remains with the Housing Authority. Based on this information, the landlord must select one of the applicants. He/she is not supposed to undertake a private review of the application or to conduct a personal interview with the applicants prior to selection.

- Offer & Lease: The selected applicant is advised of the available unit by the Housing Authority staff. If the applicant accepts the unit, leasing arrangements are made between the landlord and the prospective tenant. Since the applicant has the right to refuse the offered unit, the selection process may have to be repeated.

  The applicant then enters into a normal lease with the landlord who is responsible for the normal landlord-tenant relationships, such as rent collection, maintenance, repairs and services normally offered to all tenants in the building.

- Rent: The tenant pays rent directly to the landlord, according to the rent-geared-to-income scale determined by the local Housing Authority staff. The difference between the tenant's portion and the agreed rental rate of the unit is paid to the landlord on the first day of the month by the Ministry. As the total subsidy is cost-shared 50:50 by CMHC and the Province, the federal portion is reimbursed to O.H.C. on an annual basis.

Landlord's Experience With Rent Supplement Program[1]

Landlords generally were positive about the Rent Supplement Program.

Once a rent supplement agreement has been established between the landlord and the Ministry, the landlord's ongoing involvement is with the local Housing Authority through the tenant selection procedure. Following the selection procedures, the relationship between the landlord and the rent supplement tenant is intended to be no different than that between the landlord and any other tenant.

(i) Selection Process

Landlords are satisfied, for the most part, with the tenant selection procedures and, in general, with their relationship with the local Housing Authority. Most accept one of the first two applicants that the Housing Authority offers to them.

While the image most landlords hold of the ideal family tenant - a two-parent working family with two children - is not a typical Housing Authority applicant, the local Authority does try to offer applicants which reflect that particular landlord's preferences. For example, some landlords prefer younger children and some older children; some landlords prefer not to house teenage-parents; other landlords prefer to restrict the number of children per family. It appeared that each individual landlord has a preference for particular tenant characteristics. In part, this preference was based on individual bias, but it was also founded in a desire (whether conscious or unconscious) to maintain a balanced population in their development. Landlords who had problems with teenagers preferred younger children and vice versa.

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1 Much of the information in this section is drawn from the interviews with the private landlords.

Typically, the landlord's preference related to the age and number of children in the applicant's family. Unfortunately, since all Housing Authority applicants have children, restrictions on the number of children per family can only be imposed on private tenants. This was taken to the extreme in one development where almost all the children in the building were part of rent supplement families. While the benefits of not letting a building become overpopulated with children is obvious, the result is loss of anonymity for the rent supplement tenant. However, while this practice would certainly emphasize the difference between rent supplement and private tenants, it seems that through one way or another private tenants learn of the existence of rent supplement tenants in any case.

(ii) Problems

It is apparent that landlord-rent supplement tenant relations are an important factor in the landlord's assessment of the Program. By and large, landlords experience the same problems with rent supplement tenants as with their other tenants. However, it was not unusual that in less successful private developments, management tended to be more critical of the rent supplement tenants than in more successful developments. (See discussion of Management in following chapter.) The problems most consistently mentioned by landlords were:

- Undisciplined children.
- Complaints from private tenants who are resentful of unemployed individuals who appear to be enjoying themselves, e.g. drinking in front yard, loud parties, live-in boyfriends, etc.
- Rent supplement tenants can be more demanding of management.
- A number of landlords felt that the Housing Authority should do more to assist the landlord and should exercise more control over the rent supplement tenants. This question of the relationship between the Housing Authority and the rent supplement tenant was a recurring theme throughout this study and will be discussed in the next section.

By and large, problems were elicited only when landlords were asked probing questions. It was very clear that attitudes towards the Rent Supplement Program were not directly related to either the operational procedures or to problem tenants. The crucial factor determining landlords attitude toward the Rent Supplement Program was, of course, financial viability as reflected through municipal vacancy rates; i.e., landlords would be most likely to participate in the Program when vacancy rates were high and vice versa.

Housing Authority Experience[2]

The Housing Authorities are, for the most part, pleased with the Rent Supplement Program. All of the Authorities interviewed indicated that the Rent Supplement Program was not an alternate but a good parallel program to the Family Public Housing Program: different, not better. The primary advantages of the Rent Supplement Program to the Housing Authority were cited as: greater flexibility in terms of matching the appropriate unit with the individual tenant's needs; more locational choice; and, a politically viable vehicle for expanding their housing portfolio. Based on the discussions with various Housing Authority staff, it is apparent that landlord-Housing Authority relations are the key to a successful program.

(i) Selection Process

The unanimous response to a direct question regarding the selection process for rent supplement units was that it was no different for the Rent Supplement Program than for Public Housing. Rent supplement units are allocated by points and there exists no special screening or selection process. However, by the end of the interviews it had become clear that, in fact, the discretionary powers of the local Housing Authority have contributed significantly to the success of the Program. Since the nature of the Program is such that once an applicant is housed in a rent supplement building he/she is to be treated as any other private tenant, the Housing

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2 Much of the material presented in this section was obtained through interviews with Housing Authority staff.

Authority has very little contact with the individual except at the time of the annual income review. Housing Authority involvement, therefore, tends to be very intensive during the selection process and sporadic thereafter depending, to a large degree, upon how appropriately the allocation decision was made.

A number of Housing Authorities expressed a desire to have more control over the selection of tenants for rent supplement units. It was felt that certain types of O.H.C. client families do better in public housing while others thrive in environments where there is a social mix and that it was part of the local Housing Authority's responsibility to weigh such factors prior to referring applicants to a private landlord. All people need to live in a place where they have things in common with the other residents, therefore, it is especially important that the rent supplement tenants have some similar characteristics to the private tenants in the same building if they are to become integrated into the community. Much of the literature supports the assumption that isolation is harmful to the task of integrating low-income families in the community[3]. The characteristics which have been found to facilitate mix are: similar stage in the life cycle; presence of children; and shared interests[4]. In the absence of these bases for social relationships, the subsidized individual tends to remain suspicious and aloof.

While both private landlords and Housing Authority staff seek to avoid placing applicants with social problems in rent supplement units, difficulties do occur. However, the conflicts are more often a result of the quality of the physical environment and not an issue of 'social status'. In part, the issue of social problems is related to the fact that amenities for subsidized tenants are far more important due to their lack of choice and mobility, while market-rent households are more oriented to off-site activities and facilities.

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3 Goldblatt, Sylvia; "Integration or Isolation" in Habitat, Vol. 9, No. 1-2, 1966; Pg. 23.

4 Michelson, William; Man and His Urban Environment; Addison-Wesley Publishing Co.; Massachusetts, 1970.

While the idealized goal, implicit in the allocation decision, is to match the appropriate accommodation with the individual's particular needs, a number of very real factors dictate the actual tenant selection.

- Priority on Waiting List: Of course, the likelihood of an applicant being selected for a rent supplement unit is directly related to that family's priority on the waiting list when an appropriate rent supplement unit becomes available.

- Size & Type of Unit: The nature of the rent supplement unit itself also dictates the potential client group. Typically, rent supplement units are located in apartment buildings and, therefore, are more likely to be appropriate for smaller-sized families. This is particularly true in the not infrequent instances where the landlord insists on allocating one child per bedroom, unlike O.H.C. standards where, under varying circumstances, two children may share a bedroom.

  An additional factor which limits the potential client group for rent supplement units occurs in smaller communities where the Rent Supplement Program is known as the 'Apartment Program' and where houses, with no fridge and stove provided, comprise the public housing projects. Under these circumstances applicants who require fewer bedrooms, who prefer apartments or who cannot afford to purchase the appliances, are more likely to be housed in rent supplement units.

- Landlord Preference: Landlords have a very definite attitude of preference regarding the characteristics of a prospective rent supplement tenant. This attitude is personal and individual; each landlord has his/her own criteria.

  Typically, landlords prefer two-parent working families with not more than two children. Since this image does not reflect a typical O.H.C.

family, landlords' selection criteria tend to revolve around the number and age of the children. For example, while all landlords prefer fewer children, some preferred pre-schoolers, other school-age children and still others request any age but young teens (i.e. 12-16 years). In addition, several landlords have strong opinions about the location of a unit relative to the age of the children. For example, some individuals feel that pre-schoolers should be near ground-level, others feel that school-age children should be close to ground-level, and some try to maintain an 'adults only' building on the upper floors.

- Applicant Preference: By and large, the Rent Supplement Program is rarely requested by applicants. In part this can be explained by the pervasive lack of knowledge regarding the Program. However, there was no doubt in any of the Housing Authority's staff's mind that the most important selection criteria for any applicant is (true to that old adage): location, location and location.

  Of course, the overriding factor which prescribes the scope of the applicant's choice is the economic situation. Even those applicants who indicate a preference for the Rent Supplement Program would rarely refuse an offer of another type of accommodation if it meant a shorter waiting period. Their main concern, after all, is to obtain affordable rental accommodation.

  In addition, there appears to be few transfer requests from public housing tenants to move into a rent supplement unit. To a large degree, this is the result of the Housing Authority's transfer policy, lack of information regarding the Rent Supplement Program and to the selection criteria particular to the Program.[5] However, the desire to maintain the status quo also plays a role. It is quite simply easier and safer to stay with a known environment. After all, "it could be worse."

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5 In some Housing Authorities the criteria for transferring to another unit specifically disallows transfers into a rent supplement unit.

- Housing Authority Preference: The local Housing Authority also has a particular bias regarding the type of family which would be best suited to a particular development or program. For example, several Housing Authorities indicated their belief that project living, as opposed to the Rent Supplement Program, is more appropriate for unemployed mother-led families with pre-school children. This belief was based on the perceived advantages of both the availability of peer-group interaction for the mothers in the daytime and better on-site facilities for pre-schoolers.

The critical role of the Housing Authority is to balance all of the factors involved in the selection process so as to accommodate and keep trust with the private landlords while not jeopardizing the principle of housing according to need. This is not an easy task as a private landlord may screen out an applicant the Housing Authority feels would be best suited for the Rent Supplement Program. In many Authorities the response to this problem has been to propose two 'like' applicants to the landlord thereby decreasing his discretionary powers. However, this tactic must be tempered with good judgement as the Housing Authority's relationship with the landlord is critical to the Program and it would be self-defeating to jeopardize the landlord's good will.

As a result of the selection process a somewhat different, more homogeneous client population is allocated rent supplement units and the vast majority of these families have never lived in an public housing project.

(ii) Problems

It is not surprising, given the fact that the key to the success of the Rent Supplement Program seems to lie in the relationship between the Housing Authority and the private landlord, that the two most consistently mentioned problems encountered in several Housing Authorities related to a breakdown in this relationship. The first and most problematic concern related to the absence of an appropriate mechanism for handling the sale of a building and the subsequent transfer of the rent supplement contract to a new uninitiated owner. Even if the new owner is aware of the rent supplement contract, and

this is not always the case, he/she typically is unaware of the mechanics of the Program and its implications. The new owner may feel that the rent supplement units are a burden which they have unwantingly inherited. As a result, the Housing Authority must scramble to do a lot of public relations work which would normally be done at the outset before any rent supplement tenants had been accommodated in that particular building. Depending upon the reaction of the private landlord, the effect on the rent supplement tenant in this type of situation could be shattering: perceived or actual discrimination by the private management; and, greater uncertainty regarding security of tenure.

The second issue of concern related to absentee landlords or non-local owners. It was felt that in these cases the maintenance suffered and that the selection process would function far better on a face-to-face basis.

4. TENANT SATISFACTION

The typically negative image of public housing which one frequently encounters in journalistic accounts is certainly not deserved by the developments studied nor reflected by the attitudes of the tenants interviewed. In fact, public housing was found to be a successful residential environment and the management considered extremely good, frequently even considered better than management in private sector developments. A number of public housing developments were excellent and ranked among the most satisfying residential environments studied.

Rent supplement tenants were also satisfied with their residential environment. In particular, it was felt that the social environment was a primary factor in contributing to the success of the Rent Supplement Program. It appears that satisfaction is dependent upon the successful matching of tenant's life style with the appropriate program.

Before discussing the results in detail, a few general comments are required. Overall, the individuals interviewed were very receptive and candid with the interviewers. Most of the subsidized individuals interviewed were delighted to have been given the opportunity to express their opinions. As a result, a number of issues were raised by the subsidized tenants which were beyond the scope of this study.

The discussion in this chapter is based upon the results of the tenant interviews focusing on the rent supplement tenants. The results of the interviews with public housing tenants are also included when such a comparison would clarify or enrich the results of the rent supplement interviews. Results from the interviews with private tenants are included primarily as supplemental information. It is interesting to note

that there was some consistency of opinion between the rent supplement tenants and the private tenants in a particular development. Those private developments which were thought to be successful by rent supplement tenants tended also to be considered as satisfying residential environments by private tenants. Similarly, the overall view that a development was unsuccessful tended to be commonly held by both public and private tenants.

Information has been drawn from the responses to the open-ended questions and to the Tenant Satisfaction Scale. In addition, the data has been enriched by the inclusion of the interviewer's interpretation of the relationship between the tenant's verbal responses and the interviewer's observations. The statistical data presented are derived from the tenants' responses to the five-point Tenant Satisfaction Scale. The respondents were asked to indicate whether they were 1. very satisfied, 2. satisfied, 3. neither satisfied nor dissatisfied, 4. dissatisfied, or 5. very dissatisfied with the following ten aspects of their living environment:

a) their apartment or house
b) their neighbourhood
c) the location of their home
d) the management of their building
e) the type of people who live there
f) the upkeep and maintenance of their building
g) the rent they pay
h) security and safety in their building
i) the amount of noise in their building
j) general comfort and convenience

PROGRAM COMPARISONS

It is very clear that there are successful developments and unsuccessful developments in both public housing and private developments. The type of program per se is not directly related to housing satisfaction. The components of satisfaction revolve around the individual's needs and the ability of the residential environment to meet those needs. The success of an individual rent supplement building or public housing project is not intrinsic to the particular program but is dependant upon the appropriate matching of individual and accommodation.

It is apparent that a successful development will always be the result of a number of factors. No single aspect, no matter how intrinsically 'good', will be responsible for creating a satisfactory living environment. Therefore, the most careful and sensitive attention to matters of tenant mix and integration, for instance, will have practically no bearing on the final success of the development unless attention is also paid to the other important ingredients, namely affordability, the characteristics of the social environment, the attitudes and performance of management and the attributes of the physical environment.

The following sections comprise the subsidized tenants' responses to questions regarding the two programs. It is interesting to note that program-specific comments were not made by subsidized tenants early in the interview when questions were asked which attempted to probe those aspects of the tenant's accommodation which were 'liked best' and those 'liked least'.

Many of the subsidized tenants had difficulty responding to program-specific questions for a number of reasons. First, the public housing tenant usually was not aware of the Rent Supplement Program. In addition, distinctions between the programs were often clouded by community specific factors. For example, in a very small municipality the choice may be between a 'house' or the 'apartment program'; in another there may be no choice, only rent supplement apartments; and in still other communities the differentiation is between good developments and stigmatized, 'rough' developments (both rent supplement and public housing). Hence, there was no common image of 'Rent Supplement Program' amongst subsidized tenants.

Second, it was very unusual for a respondent to have actually experienced both programs. In many communities a slightly different tenant lives in rent supplement accommodation than in a public housing project, therefore, their experiences are not comparable. For example, the rent supplement tenant may have been selected on the basis of smaller family size, no social service involvement and the age of the children. Also, in most Housing Authorities sampled, the transfer policies are such that it was rare for tenants to transfer between programs, thus reinforcing the distinction between the Rent Supplement and the Family Housing Programs. In addition, the opportunity to assess both programs is limited by the availability of both programs in a particular community, the degree to which the local Housing Authority elects to participate in the Rent Supplement Program, and the availability and ease of access to public information regarding the Rent Supplement Program.

Before describing the respondents' views of the Rent Supplement and Family Housing Programs two caveats should be noted. First, respondents typically preferred the Program which provided their current accommodation. This is not surprising as people form attachments to something simply because they have had extended exposure to it. What is known and experienced is often rated high no matter how unfavourable it may be to an outside observer. Second, the negative comments of public housing tenants' regarding the Rent Supplement Program tended to be reflective of the public housing tenants' view of what they would not want to encounter if they lived in a rent supplement development, rather than based on any personal knowledge or facts.

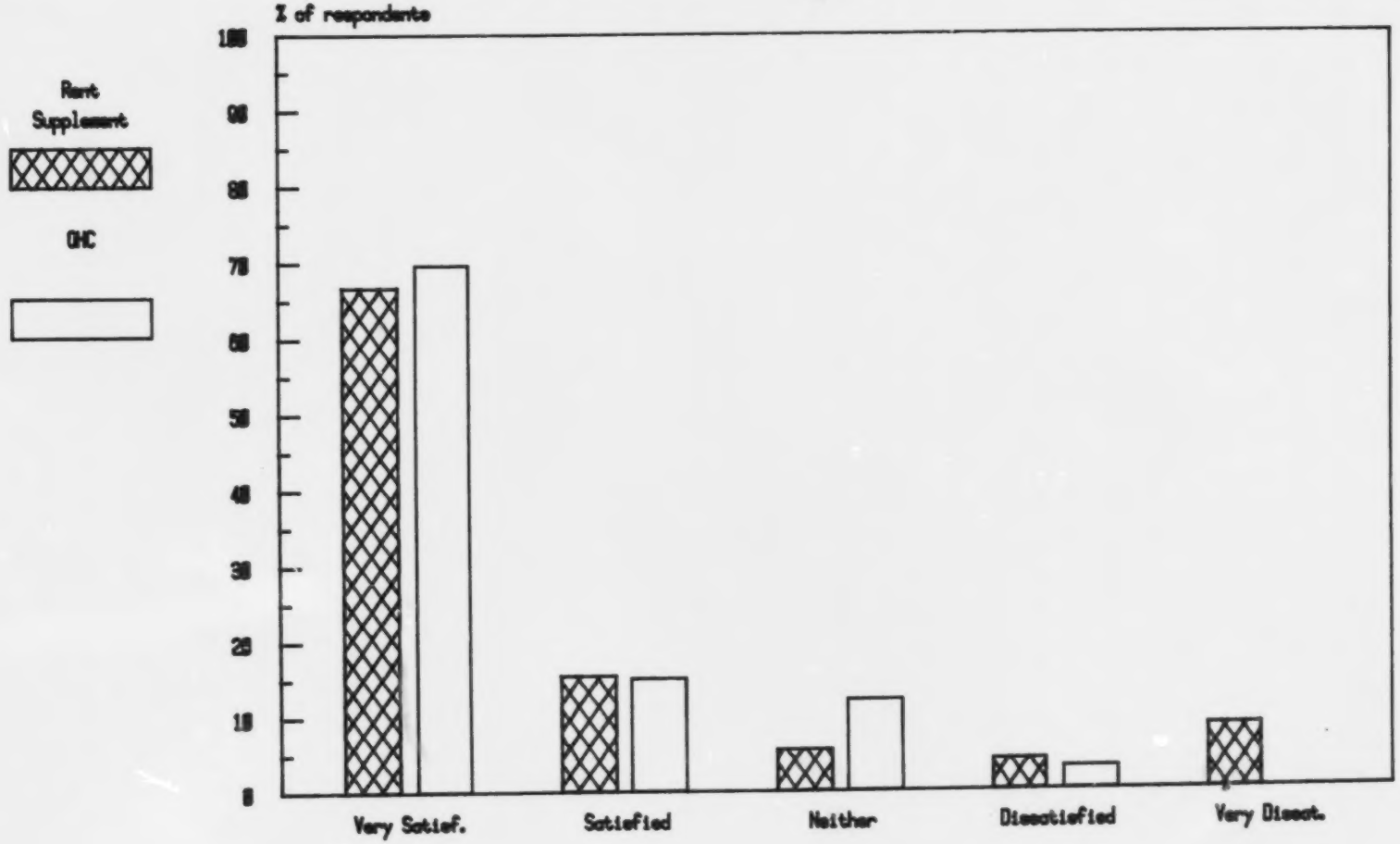
Overall Satisfaction

While individual areas of dissatisfaction do exist, overall, subsidized tenants are satisfied with their residential environments. Over three-quarters (80%) of the subsidized tenants indicated that in terms of personal comfort and convenience they were satisfied with their residential environment. (Figure 1)

When looking at the specific factors, it became clear that certain types of O.H.C. client families do better in public housing projects while others thrive in environments where there is a social mix. Residential satisfaction is depended to a large degree on the skill with which the local Housing Authorities identify the factors that contribute to tenant satisfaction in either public housing or rent supplement units and consider these in the tenant placement process.

SATISFACTION WITH COMFORT & CONVENIENCE

Figure 1



The results from the Tenant Satisfaction Scale indicate that the majority of rent supplement and public housing tenants were most satisfied with their rent, their housing unit and the location of their home. In each case over three-quarters of the tenants indicated satisfaction.

Most rent supplement tenants prefer an alternative life-style to public housing. The unit, reflecting this life-style, is a source of pride and ensures them privacy. Typically, rent supplement tenants were most satisfied with their unit. Public housing tenants, on the other hand, rated location as most satisfying. This could simply be due to the fact that the tenants have some degree of control over their choice of location, therefore, they are satisfied with the result. Interestingly enough, the other seven factors on the Tenant Satisfaction Scale were often mentioned in conjunction with the qualification, "But it would be the same anywhere you lived, wouldn't it?" Perhaps lacking the recourse to move out, subsidized individuals must rationalize their dissatisfaction in this way in order to cope with their environment.

The area of greatest dissatisfaction among public housing tenants was with the type of people who live in their project. Dissatisfaction in this regard was expressed by approximately 39% of the public housing tenants. Obviously, public housing tenants do not perceive themselves to be a homogeneous group.

On the basis of the interviews, the primary source of dissatisfaction among rent supplement tenants was the management. In most cases dissatisfaction specifically related to the live-in superintendent. It is interesting to note that on the Tenant Satisfaction Scale the item with which tenants indicated that they were most dissatisfied was noise. While these two responses appear divergent, it became evident throughout the interview process that complaints of unwanted noise implied a criticism about the management for not dealing with the troublesome tenant in order to ensure a peaceful residential environment.

Social Integration

During the past few years, a number of tenant organizations have challenged the assumption that socially integrated housing is better than public housing. These tenant groups have argued that public housing is preferable to integrated developments. In support of their position, they have criticized the Rent Supplement Program from four different perspectives.

The following sections contain the findings of this study in relation to each of these criticisms.

1. Rent supplement tenants are ostracized by private tenants.

   There is little evidence of rent supplement tenants being ostracized or stigmatized in rent supplement developments. Privacy, rather than anonymity, is a major asset of living in a rent supplement unit. While anonymity is touted as an advantage of the Rent Supplement Program, in reality, private tenants frequently learn of the presence of rent supplement tenants or of Housing Authority units in their building. Nevertheless, tenant discrimination does not appear to be a serious problem.

2. Rent supplement tenants are frustrated by their inability to follow the same socio-cultural pursuits as private tenant neighbours.

   There is no indication that rent supplement tenants are either unable to follow the same socio-cultural pursuits as private tenant neighbours or frustrated by their inability to participate in such activities. This concern appears to be based on a belief that private tenant neighbours have an appreciably greater disposable income. Based on the results of this research, this simply was not proven to be the case. In fact, there was every indication that the private tenants paid considerably more rent and, therefore, had comparable disposable incomes.

3. Rent supplement tenants receive less support from social service agencies than public housing tenants.

There is no indication that the absence of social services is a factor in determining housing satisfaction. It should be noted that applicants who are involved with social service agencies are more likely to be housed in a public housing project.

4. Public housing tenants benefit from mutual support by sharing common problems.

Public housing tenants rarely named their immediate neighbours as friends and those few tenants who did have friends in the development usually indicated that the relationship had developed because of a similar activity or similar lifestyle; e.g., same recreational preference or children in the same age group. In fact, stated dissatisfaction with neighbours was over twice as frequent among public housing tenants as it was among rent supplement tenants.

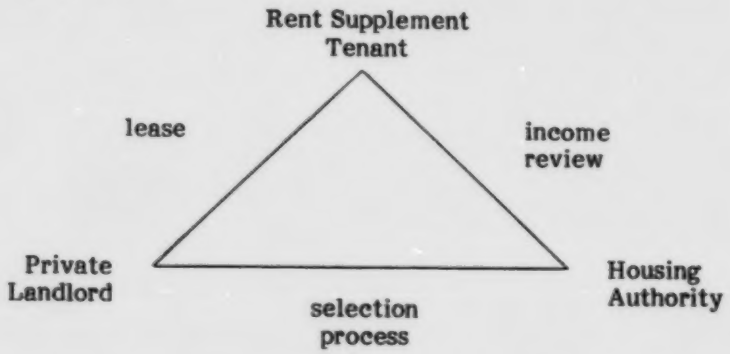
Friendships and a sense of community develop because of shared interests and not because of similar financial circumstances, hence mutual support is not necessarily facilitated by public housing.

In general, the issue of social integration is secondary to most concerns of tenants. It only emerges as an issue due to association with something else which generates a particularly negative or positive reaction.

Management

Public housing tenants were consistently very satisfied with the management. Not infrequently, public housing tenants commented that Housing Authority management was, in fact, better than conventional private sector management. The only area of dissatisfaction frequently mentioned concerned rules and their enforcement. Interestingly enough, the issues raised concerned tenant selection and behaviour and were reflective of the public housing tenants dissatisfaction with the social environment rather than with the management.

The rent supplement tenants in the less successful developments, on the other hand, expressed greater dissatisfaction with management. It is simply not true that once housed a rent supplement tenant is like any other tenant. In fact, they are accountable to both the private landlord and the Housing Authority and this can be a source of frustration for the rent supplement tenant who has difficulties with the private management. Lacking the private tenants' recourse to withhold rent or to move out, the rent supplement tenant looks to the Housing Authority for support and help in resolving conflicts.



- Private Landlord-Tenant Relationship: The major source of dissatisfaction expressed by rent supplement tenants concerned the attitudes of the project manager/superintendent. Complaints that the superintendent "picked on subsidized people and their kids" were commonplace in less successful developments. Likewise, the superintendent's comments that the subsidized tenants were "lazy and undeserving" were not unusual in developments which ranked low in terms of overall tenant satisfaction. As a matter of fact, most instances of discrimination against rent supplement tenants which were uncovered by this study involved the superintendent and not neighbouring tenants.

- Housing Authority-Rent Supplement Tenant Relationship: The rent supplement tenant who has a problem with the private management finds himself/herself in a conundrum: on the one hand, rent supplement tenants are supposed to be like private tenants and deal directly with the landlord; on the other hand, rent supplement tenants' eligibility and subsidy is determined by the Housing

Authority. To further exacerbate the situation, landlords do call the Housing Authority regarding problem tenants and the Housing Authority must respond to the landlord in order to maintain good relations. When a tenant calls the Housing Authority, however, he/she is generally told it is not the Housing Authority's business and that the tenant must deal directly with the landlord. The Housing Authority's response to this matter varies; all would agree that the Housing Authority has a responsibility to the rent supplement tenant, but, at the same time, the Housing Authority attempts to keep their involvement to a minimum. Again, it comes back to the Housing Authority's discretionary role in ensuring the appropriate allocation decision.

COMPONENTS OF TENANT SATISFACTION[1]

A blend of factors is responsible for creating a satisfactory living environment rather than any one single factor. Experts in the study of housing satisfaction have identified the following four factors as integral to tenant satisfaction: affordability, social environment, physical environment and the management.

Affordability

The importance of affordable rental accommodation to low-income families is axiomatic. The vast majority of subsidized tenants were satisfied with the rent they pay: 82% of the rent supplement tenants and 88% of the public housing tenants were either satisfied or very satisfied with their rent as compared to 64% of the private tenants. It is interesting to note that all 88% of the public housing tenants indicated that they were, in fact, very satisfied with the rent they were paying. (Figure 2)

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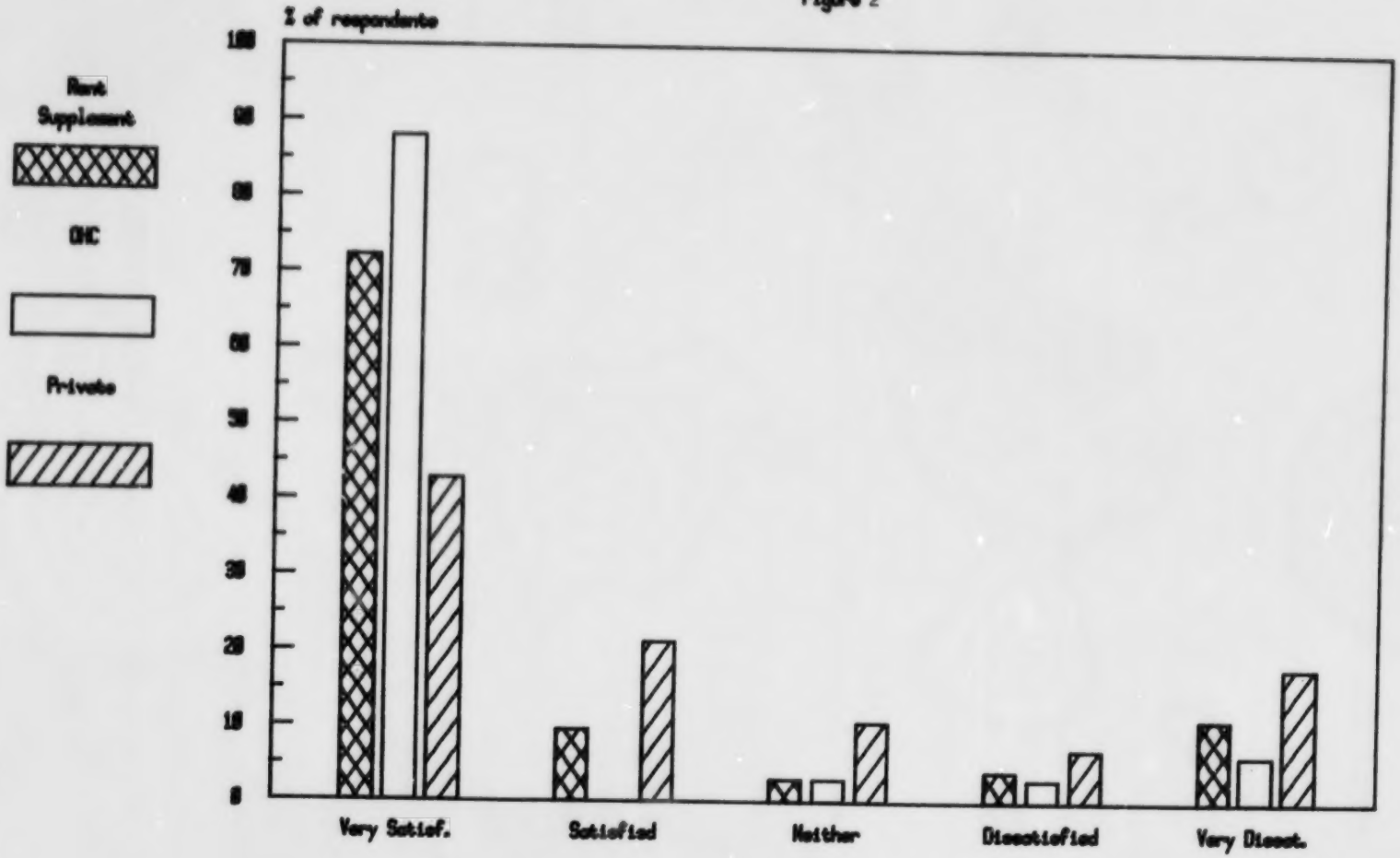
1 Detailed statistics are included in Appendix B.

SATISFACTION WITH RENT

Figure 2



Social Environment

It has been postulated by a number of experts that in order to successfully integrate people with different backgrounds a perceived homogeneity must exist. Two factors are salient to homogeneity. First, individuals should be at a similar stage in the life cycle; for example, involved in child rearing: children often act as a catalyst to the incidence of neighbouring among their parents. Second, residents must have shared values as these are their guidelines for behaviour. If the tenants do not perceive themselves and their neighbours as being homogeneous, the low-income families, who are more site-bound and less mobile, tend to become isolated. Isolation, both physical and social, is harmful to the task of integrating low-income families into the community.[2]

It has been hypothesized that public housing tenants are a homogeneous group by the fact of their similar financial circumstances. However, this research has corroborated the results of several other studies which postulate that public housing tenants perceive themselves as being different than the other people living in public housing.[3]

Many of the public housing tenants specifically mentioned dissatisfaction with other tenants. Their responses indicate the great importance which they attached to social and interpersonal aspects of housing. These were often more salient than the physical advantages of living in subsidized housing. Over 39% of the public housing tenants expressed dissatisfaction with neighbours compared to 18% of the rent supplement tenants. (Figure 3) Comments included: "Terrible people"; "Bad, bad neighbours"; "Noise a big problem - screaming from balconies". Stated dissatisfaction with neighbours was over twice as frequent among public housing tenants as it was among rent supplement tenants.

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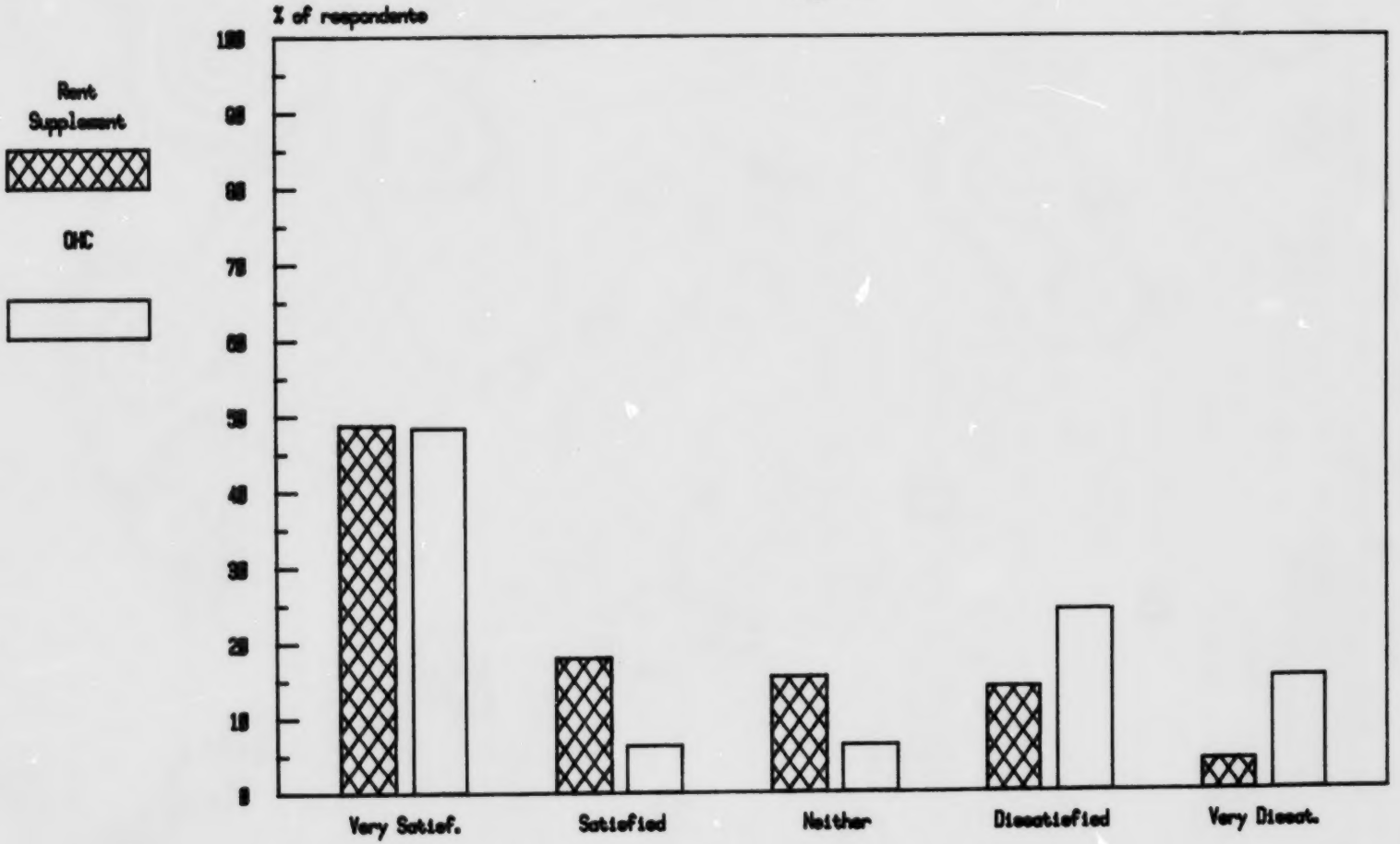
2 Goldblatt, Sylvia; "Integration or Isolation" in Habitat; Vol. 9, No. 1-2, 1966.

3 Michelson, W.; Man & His Urban Environment; University of Toronto, 1970.

SATISFACTION WITH NEIGHBOURS

Figure 3



Rent supplement developments have the greater potential to integrate subsidized tenants into the community, however, participation in the Program itself does not guarantee this. While the social environment was consistently a major source of dissatisfaction among public housing tenants, specific rent supplement developments also were not considered to be successful; typically, those which were characterized by a high child population and an architectural design which was not amenable to privacy.

- Density: While the actual size or concentration of people in either a public or private development does not appear to affect satisfaction, perceptions of 'too dense' were cited as a cause of dissatisfaction. Clearly, density may be perceived and defined according to a variety of factors and people can have a strong impression of overcrowding even though, by usual planning criteria, an area may not have a high density. Two factors most commonly affected the tenants' perception of density. First, not that there were so many people but that there were so many of the 'wrong kind' of people living in a development. Comments such as the following were commonplace: "Too much density of social problems"; "I don't want to be with a bunch of drunks"; and, "Your name may be lowered because of your neighbours." Second, the presence of a large number of children in the area seemed to create the appearance of high density even when families were the dominant household type. In particular, problems arose when there was an over-concentration of children in one age group. For example, where there were many teenagers, the incidence of problems relating to noise and vandalism increased. Similarly, when the proportion of young children was very high, issues relating to noise, use of elevators and fire alarms continually being pulled, became more noted.

- Isolation vs Integration: Proximity is not as relevant as shared interest in the formation of friendships. Respondents were more satisfied both with neighbours and with their accommodation the more they perceived their neighbours to be similar to themselves; friendly, trustworthy, doing their part in upkeep and generally well-behaved.

While rent supplement tenants may describe their neighbours as "lovely people", "good people" and "quiet", it was uncommon for a rent supplement tenant to describe their neighbours as friends. Of course, this is typical of apartment living which is known for its lack of neighbouring. Public housing tenants, on the other hand, tended to be more critical of their neighbours and to comment: "I keep to myself"; "I don't bother with nobody"; "I just mind my own business." It is important to note two mitigating factors here. First, rent supplement tenants typically enjoy a greater degree of privacy than do public housing tenants. Second, there is a considerably greater proportion of employed people living in private developments; therefore, it follows that there is far less contact with neighbours in rent supplement developments. Public housing tenants, by virtue of financial constraints and unemployment, are typically far more site-bound than tenants living in private developments.

In some rent supplement projects the location of the rent supplement units within the building tended to create isolated pockets of subsidized tenants, thus undermining the goal of integration. For example, in one rent supplement development the subsidized tenants were concentrated on a few floors rather than dispersed throughout the building. In other buildings landlords located families with children on lower floors and adults only on upper floors. By concentrating the rent supplement tenants on fewer floors, they become more visible and there was less likelihood of interaction occurring between private and subsidized tenants.

In still other projects, individual units have become known as 'housing units' so that whoever moved into them was already isolated by being immediately labelled a subsidized tenant.

Landlords often try to limit the number of children in a building. Since all rent supplement family tenants have children, the limits tend to be imposed on private tenants. This was taken to the extreme in one development where almost all the children were part of rent supplement families thereby clearly identifying the subsidized tenants. In addition, this eliminated a major form of social interaction between the subsidized and private tenants.

In other cases the location of the development relative to the surrounding neighbourhood hindered the integration of the rent supplement tenants into the community. For example, in one municipality a rent supplement development was located in the center of a public housing project thus the private building was strongly identified with public housing. Another public housing project comprising semi-detached houses scattered throughout a mixed neighbourhood was completely integrated.

Individuals vary dramatically in their expectations of housing. However, in developments which proved to be less successful, tenants were consistently less satisfied than tenants living elsewhere and there was a far greater incidence of social problems.

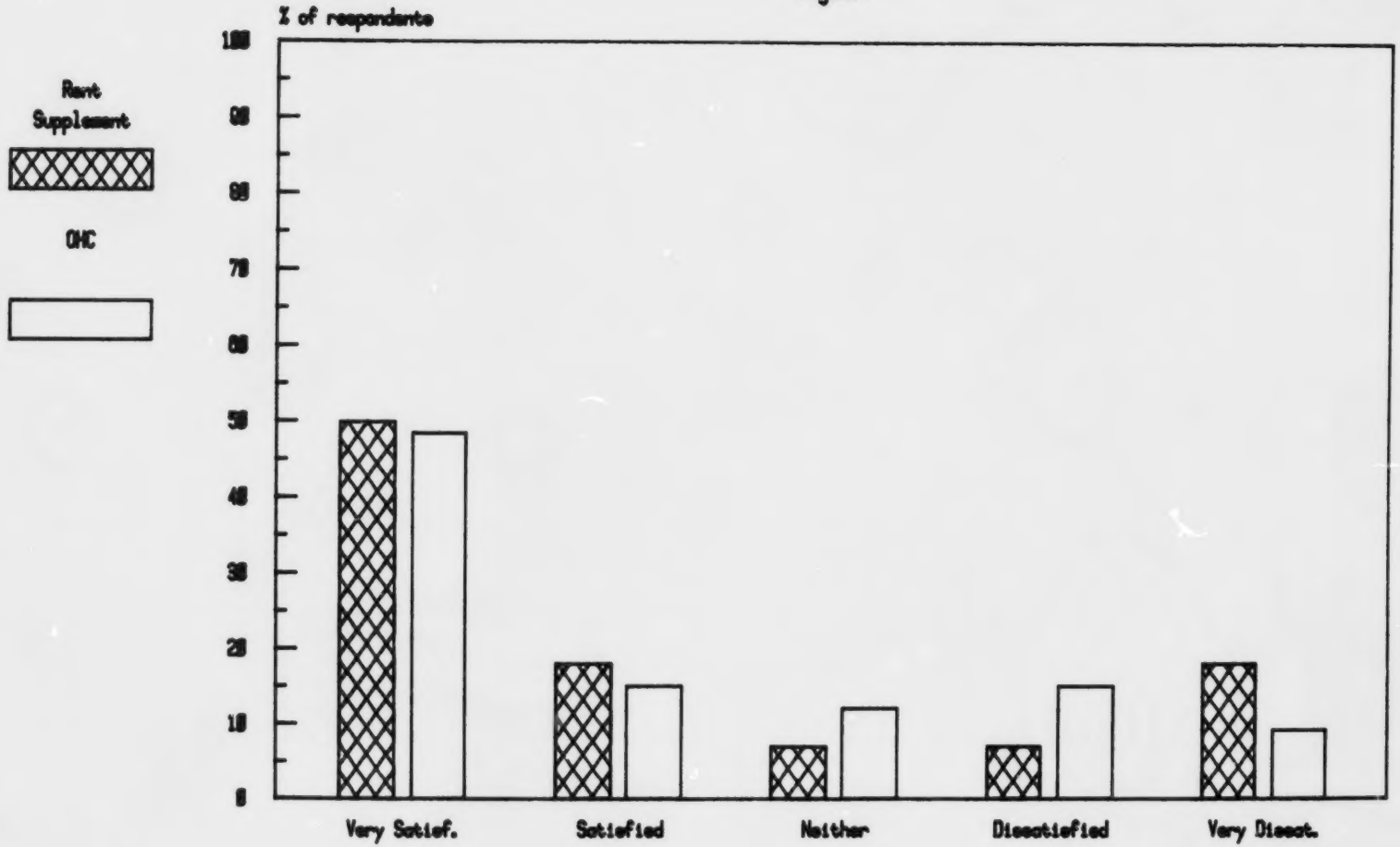
- Unwanted Noise: People have a great ability to 'screen out' unwanted sounds. Therefore, complaints relating to noise tend to reflect situations which the tenant found to be emotionally upsetting. Common complaints concerned "rowdy parties", "screaming from balconies" and "blaring stereos at night." Clearly, these comments indicate dissatisfaction with the neighbourhood environment and the neighbours. One-quarter of both the rent supplement and the public housing tenants were dissatisfied with the amount of noise in their building. This factor tended to vary on a project-by-project basis. (Figure 4)

- Safety & Security: Rarely were concerns regarding safety related to the spaces within the unit. Dissatisfaction tended to relate to social problems, particularly vandalism and unruly behaviour of neighbours. Most commonly, concerns centered on vandalism to cars: cars were damaged or stolen routinely. As indicated in Figure 5, almost one-quarter (23%) of the rent supplement tenants were dissatisfied with safety and security.

Much of the problem with vandalism to cars can be attributed to two factors: lack of security in garages and lack of visual surveillance from the tenants' dwellings. It is important to remember that, in most cases, the car is the family's single most expensive investment. In addition, it is often an essential means of transportation; the only source of independence; and perhaps the family's only luxury.

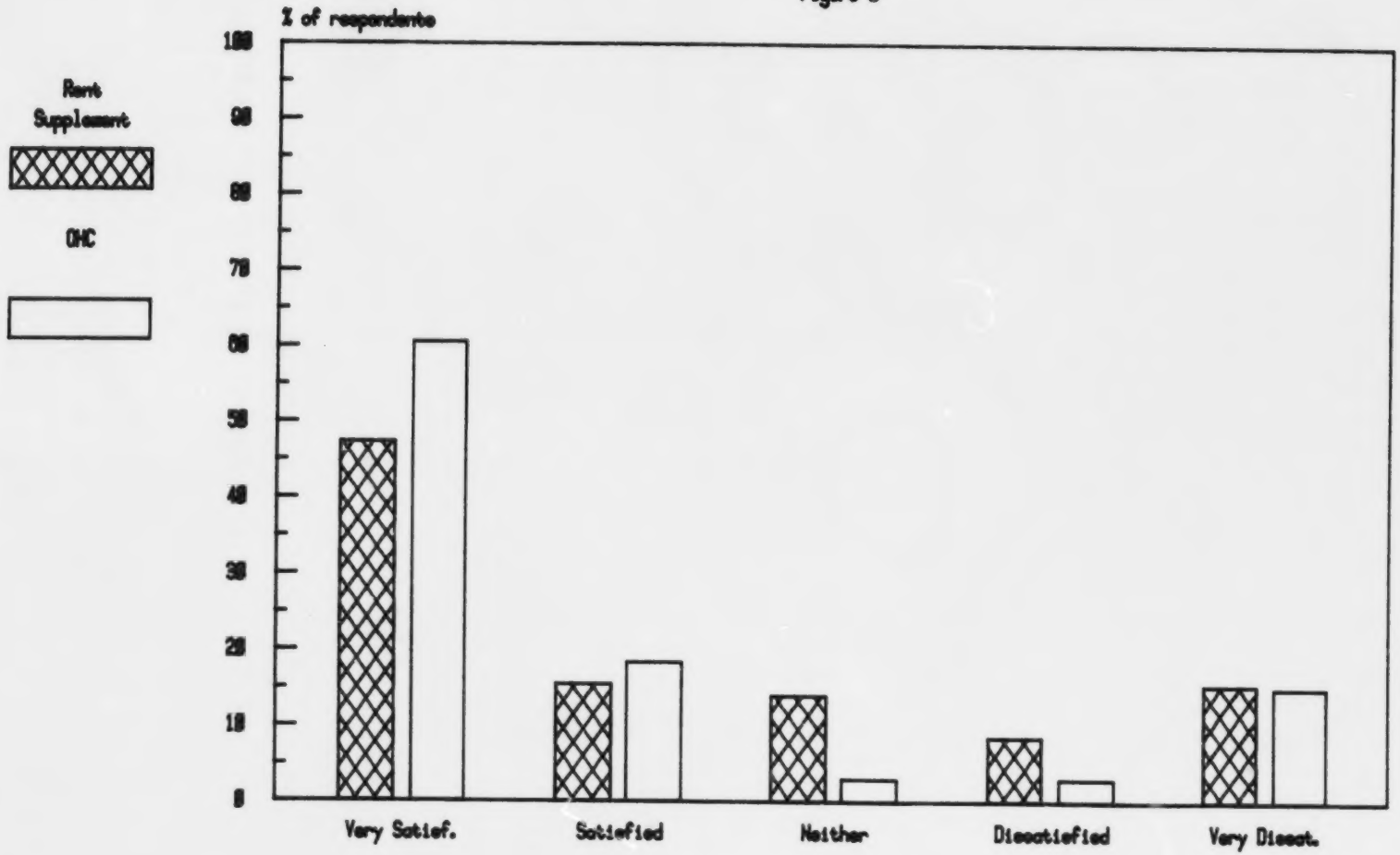
SATISFACTION WITH NOISE LEVEL

Figure 4



SATISFACTION WITH SAFETY & SECURITY

Figure 5



Physical Environment

The vast majority of respondents were satisfied with their physical living environment. Tenants renting houses were delighted to be able to live in a house; young tenants were thrilled to have a place away from the parental home. In general, most tenants enjoyed the security of being assured adequate and affordable rental accommodation. As Abraham Maslow, a noted psychologist, has postulated, it is only after one is assured of these basic needs that individuals become concerned with less fundamental needs and desires. Thus, different socio-economic groups have different conceptions of housing adequacy.

A sense of pride in, or satisfaction with, the physical environment generates a greater tolerance for mix among residents. It is not surprising that public housing tenants living in single-family houses scattered throughout a lovely middle-class neighbourhood were satisfied with everything while rent supplement tenants living in a private building located at the center of a public housing development were generally dissatisfied.

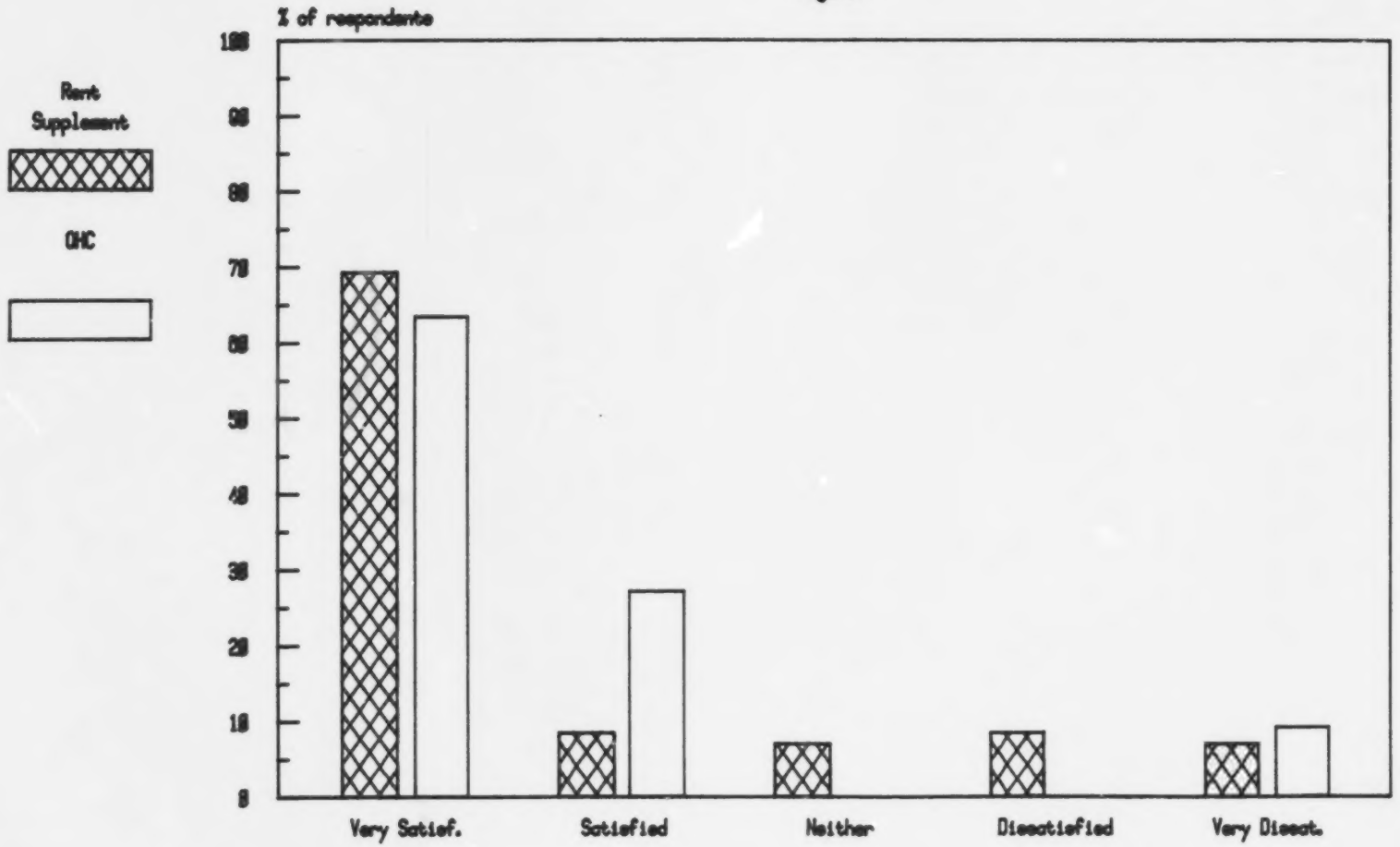
A poor quality physical environment will exacerbate dissatisfactions if they exist and can contribute to conflicts both among residents and between residents and managers.

- Location: Most respondents were satisfied with the location of their unit. As indicated in Figure 6, over three-quarters (78%) of the rent supplement tenants were satisfied with their location; 70% were very satisfied. Public housing tenants were also satisfied with the location of their accommodation: 91% indicated satisfaction, with 64% very satisfied. The high degree of satisfaction with location may be due to the fact that it is something over which the tenant can exercise some degree of choice; a preference which the Housing Authority will give consideration.

- Unit: The vast majority of respondents were satisfied or very satisfied with their unit as can be seen in Figure 7. In fact, 85% of the rent supplement and public housing tenants were satisfied with their unit; the majority of these were very satisfied. This is not surprising as the unit was typically far more satisfactory than tenants' previous residences where often it was a struggle to obtain basic

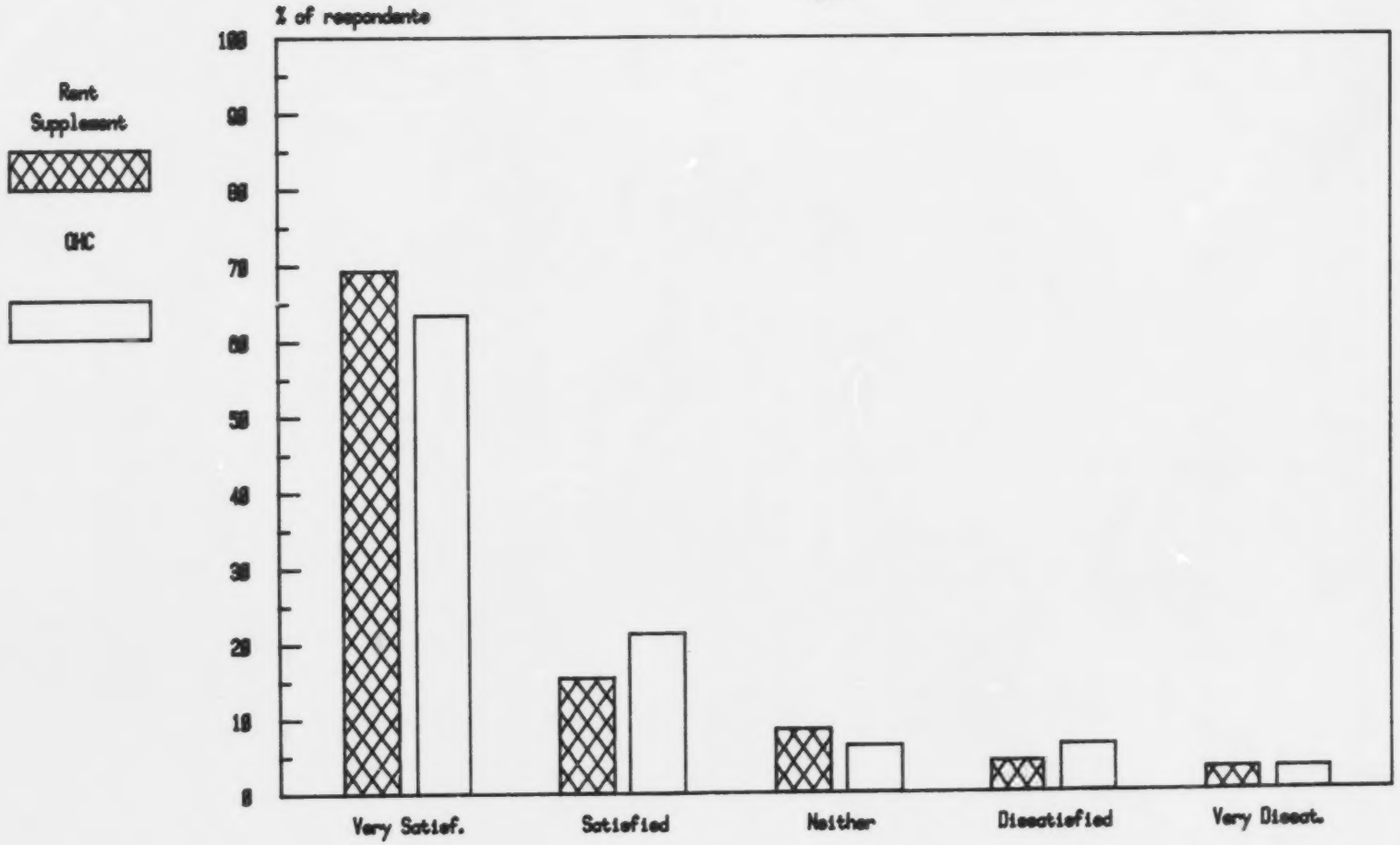
SATISFACTION WITH LOCATION

Figure 6



SATISFACTION WITH HOUSING UNIT

Figure 7



essentials such as heat and hot water. Sources of dissatisfaction with the physical environment were, in most cases, related to the common areas rather than the unit itself.

- Design: No one design seems to be intrinsically better than another or to strongly influence tenant satisfaction. One would, perhaps, expect that tenants living in high-rise apartments would be less satisfied than those living in more traditional family housing. In fact, this was not found to be the case. While some tenants indicated that they would prefer to live in a house or a low-rise building, preferably with ground floor access, neither apartment living nor high-rise living resulted in lower levels of satisfaction.

  In developments designed in clusters - for example, several blocks of row or town houses - the degree of satisfaction expressed by tenants related directly to the block of town houses in which they lived and, thus, could vary dramatically within the entire development. Often there was a clear 'front' and 'back' orientation to the development with the 'front' being the preferable location. In this style of development, satisfaction was very dependant upon tenant's respect for their immediate neighbours and the quality of visual and audial privacy. The two most commonly mentioned areas of dissatisfaction in all developments were related to parking and children's recreational facilities.

  Regardless of the number of parking spaces provided, the parking arrangements were perceived to be unsatisfactory in each of the following circumstances: if the spaces were not individually allocated, or if allocated, use of the appropriate space was not enforced; if there were no or insufficient guest parking spaces; if the access to the garage was not restricted through security measures; and if visual surveillance of one's car was not possible from one's dwelling.

  The inadequate provision of appropriate recreational spaces for children and teenagers - space which appeals to the children and is easily supervised by the parents - was particularly important to most tenants. Those tenants with ground-floor access indicated that they would prefer to have fences or hedges to delineate their personal outdoor space, and to use it as a place for younger children to play.

- Environmental Milieu: Architectural designs which turn the development inwards add to a sense of isolation from the community and a lack of privacy from neighbours. Both private and public developments which were designed to encourage links with the community tended to be more satisfactory and less isolated. Typically, developments were less successful where there was only one vehicular entrance to a central parking lot; where there were internal foot-paths to individual units; and where the blocks of units faced inward. On the other hand, developments which blended into the streetscape were consistently more successful.

Management

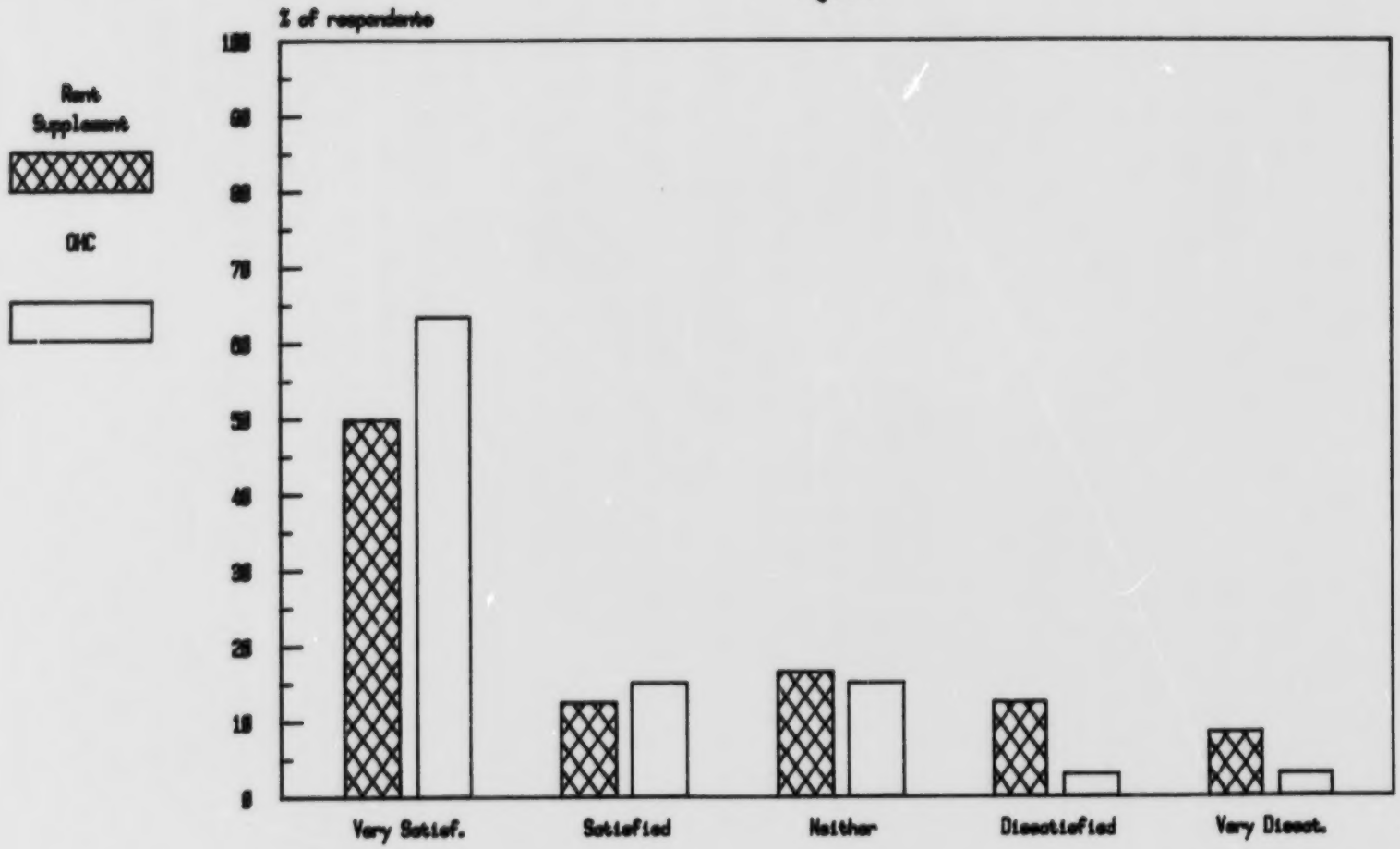
Management was an important predictor of satisfaction. In particular, the perceived attitudes of management were even more important than actual performance. As can be seen from Figure 8, the majority of tenants indicated on the Tenant Satisfaction Scale that they were very satisfied with the management. However, it is interesting to note that the areas of greatest dissatisfaction were in the rent supplement developments. On the whole the Housing Authorities were felt to be good landlords.

- Style - Performance & Attitude: People with very limited choices are forced to adapt to conditions that others would not tolerate. In some rent supplement developments it was clear that the management had, indeed, perceived this message. In several developments rent supplement tenants voiced complaints of discrimination by the live-in superintendent.

  These instances of perceived discrimination were further exacerbated by the feeling that the Housing Authority did not assist the rent supplement tenant when a difficulty with the superintendent arose. In trying to ensure that the rent supplement tenant is treated as any other tenant, the Housing Authority attempts to avoid getting involved in most situations. However, the rent supplement tenant is virtually defenseless as he/she does not have the means to negotiate with the superintendent which are available to the private tenant: withholding rent until the matter is resolved, or moving out. Some rent supplement tenants indicated that they are "resented by management" and that the superintendent "picks on the rent supplement children."

SATISFACTION WITH MANAGEMENT

Figure 8



Some live-in superintendents were critical of the rent supplement tenants. Comments tended to focus on two issues: first, managers questioned why these people were subsidized, and were critical that since they are subsidized they should not enjoy it; second, managers perceived a lack of discipline among rent supplement children. Unfortunately, in some developments where social problems were prevalent, the stereotyping of the subsidized tenants as the source of the problems was far too easy.

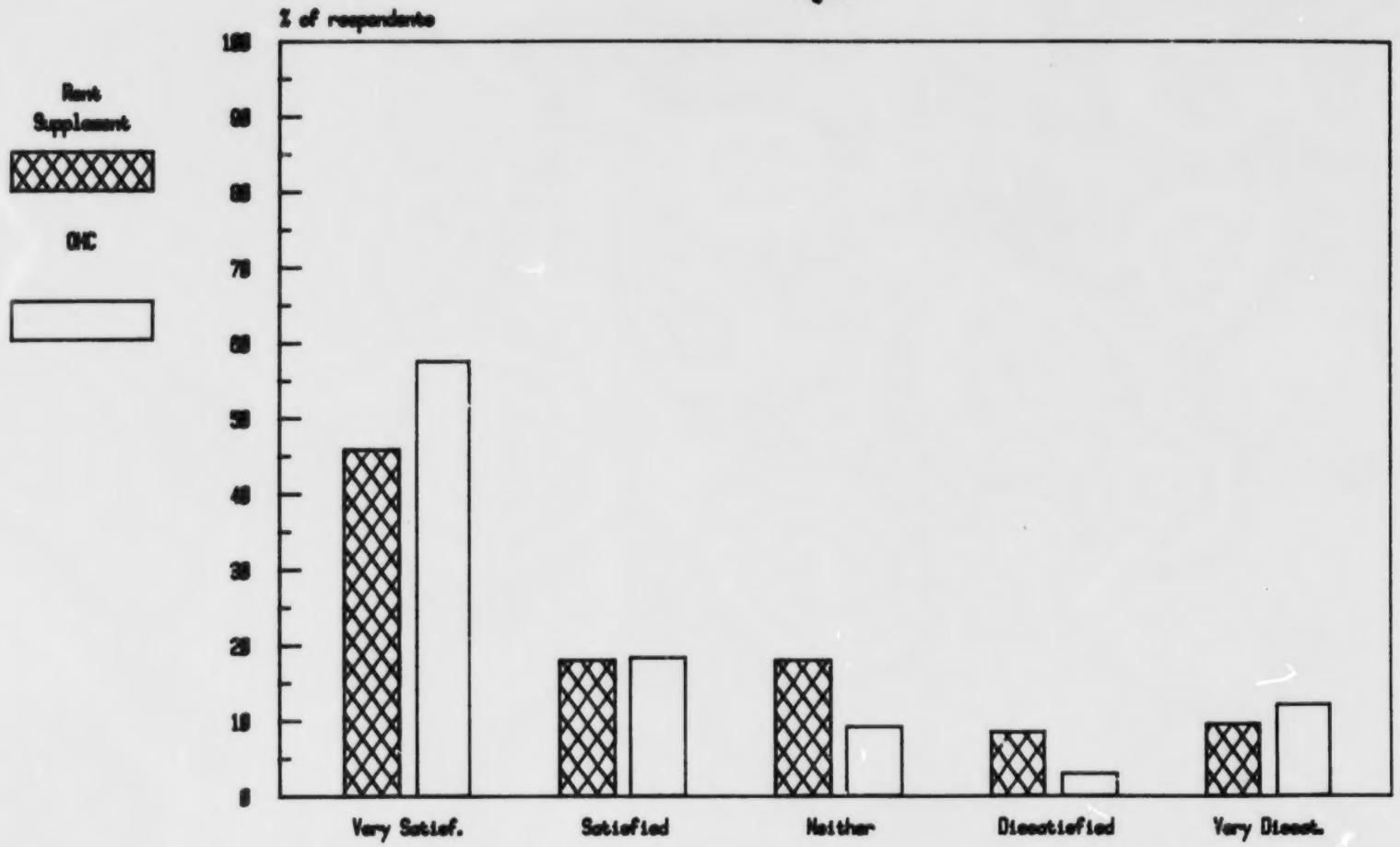
Maintenance and general upkeep was not a major source of dissatisfaction. (Figure 9) Most tenants who voiced criticisms regarding maintenance issues qualified their complaint by saying, "They (the management) are really trying but some people just don't care." The issue, in fact, was the behaviour of their neighbours.

- Rules & Enforcement: In almost all cases the policies and regulations which were of primary concern to tenants related to the management's commitment to ensuring an orderly and peaceful co-existence and reasonable upkeep. While in many instances undesirable behaviours were recognized to be the fault of one's neighbours, tenants expected management to play a role in ensuring adequate protection from crime and vandalism. Management was critized both for not screening applicants better and for not having and/or enforcing rules about tenant behaviour, particularly regarding upkeep and excessive noise.

The most common complaint from public housing tenants was that O.H.C. and the local Housing Authorities should be more selective to whom they lease a unit. Basic standards of cleanliness and social behaviour should be met. Again, reiterating the theme that public housing tenants do not view themselves as 'like' their neighbours, the common response was "What about the rights of the good tenants to decent housing?"

SATISFACTION WITH MAINTENANCE

Figure 9



Summary

This study has identified the following components to be crucial to the housing satisfaction of subsidized tenants.

AFFORDABILITY	SOCIAL ENVIRONMENT	PHYSICAL ENVIRONMENT	MANAGEMENT
• the proportion of income spent in rent	• homogeneity 1. stage in lifecycle 2. shared values • perceived density 1. child population 2. attitudes re. neighbours 3. visual & audial privacy • isolation vs. integration 1. distribution of units 2. identification of units 3. identification of tenants 4. community links	• unit • location 1. accessibility 2. neighbourhood • environmental milieu 1. design 2. neighbourhood 3. on-site amenities • density	• style 1. attitudes 2. performance • rules & enforcement 1. tenant selection 2. tenant behaviour

5. CONCLUSION

The majority of both rent supplement and public housing tenants are satisfied with their living environment. The areas of greatest satisfaction are the rent they pay, the unit itself and the location of their home. The source of greatest dissatisfaction for public housing tenants is the social environment. For rent supplement tenants the area of greatest dissatisfaction is the management; specifically, the superintendent's or project manager's attitude and, when problems with private management arise, the tenant's somewhat nebulous relationship with the local Housing Authority.

The type of program per se is not strongly related to housing satisfaction. The components of satisfaction revolve around the individual's needs and the ability of the residential environment to meet those needs. The success of a rent supplement building or a public housing project is not intrinsic to the particular program but is dependant upon the appropriate matching of individual and accommodation. The fact that the overwhelming majority of subsidized tenants preferred the housing program through which they are accommodated demonstrates the success of the local Housing Authorities in allocating units for either the Rent Supplement or Family Housing Programs.

Some conclusions can be drawn from this study regarding both the most significant differences between the programs and those factors which vary on a project-by-project basis. Table 3 summarizes these results:

Table 3: Variation in Tenant Satisfaction between the Programs and between Individual Projects

	Components of Residential Satisfaction			
	Affordability	Social Environment	Physical Environment	Management
Program Differences	NO DIFFERENCE	VARIES BY PROGRAM • rent supplement developments are rated higher than public housing projects	NO DIFFERENCE	VARIES BY PROGRAM • public housing management is rated higher than rent supplement management
Project Differences	NO DIFFERENCE	VARIES ON PROJECT BY PROJECT BASIS	VARIES ON PROJECT BY PROJECT BASIS	VARIES ON PROJECT BY PROJECT BASIS WITHIN RENT SUPPLEMENT PROGRAM

AFFORDABILITY

The same point rating and rent-geared-to-income scales are used to assess both public housing and rent supplement tenants. Therefore, it is not surprising that there is no difference in housing satisfaction between programs or projects using affordability as the key factor. The vast majority of subsidized tenants were satisfied with the rent they pay.

SOCIAL ENVIRONMENT

Social environment is a strong predictor of housing satisfaction when comparing programs. The social environment was the major source of dissatisfaction among public housing tenants. While tenants in a particular project were generally at the same stage in the life cycle, they did not perceive themselves as having shared values. Financial hardship is not a basis for friendship.

The social environment is also a strong predictor of housing satisfaction among individual projects. Developments which had high child ratios and in which tenants lacked shared interests tended to have a higher incidence of vandalism and unwanted noise. In addition, projects which clustered rent supplement units within the building and those buildings which did not merge with the neighbourhood at large, typically, were not perceived as providing a satisfying residential environment.

PHYSICAL ENVIRONMENT

Tenant satisfaction with the physical environment tended to vary with the project. This factor was a poor predictor of residential satisfaction since the vast majority of tenants were satisfied with their physical environment, i.e., their unit and the location of their home. In fact, the two criticisms most commonly mentioned - inadequate parking facilities and lack of appropriate recreational facilities for children - tended to be strongly related to the tenants' perceptions of their neighbours and of the neighbourhood.

MANAGEMENT

Perceptions of management are a good indicator of housing satisfaction. Consistently, satisfaction with management varied on a program basis. Public housing tenants were typically satisfied with their management while rent supplement tenants tended to express more dissatisfaction with their management, particularly with the attitudes of the superintendent. Criticisms regarding maintenance tended to be tempered by the belief that the other tenants were the problem, not the management.

APPENDICES

APPENDIX A: SELECTED BIBLIOGRAPHY

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APPENDIX B: SUPPLEMENTAL DATA

1. Description of Sampled Municipalities and Developments

    1.1 Municipalities with Family Rent Supplement Units

    1.2 Municipal Profile of Selected Communities

    1.3 Neighbourhood Characteristics of Selected Developments

    1.4 Characteristics of Selected Developments

2. Detailed Results of Tenant Survey

    2.1 Subsidized Tenants' Ratings on the 10-Item Satisfaction Scale

TABLE 1.1: Municipalities with Family Rent Supplement Units [1]

MUNICIPALITY	POPULATION	R.S. UNITS	O.H.C. UNITS	R.S.UNITS AS A % OF ALL UNITS
Metro Toronto	2,129,000	1,130	29,289	4%
Ottawa	535,000	281	3,492	7%
Hamilton	308,000	248	1,939	11%
Mississauga	274,000	210	138	60%
Brampton	124,000	193	98	66%
Thunder Bay	111,000	136	429	24%
St. Catharines	124,000	126	416	23%
Brantford	69,000	102	230	31%
Sault Ste. Marie	80,000	96	323	23%
Kingston	61,000	90	600	13%
Cornwall	46,000	84	276	23%
Sudbury	94,000	79	1,023	7%
Gloucester	65,000	75	0	100%
Kitchener	135,000	73	697	9%
Oshawa	114,000	70	365	16%
Ajax	23,000	65	0	100%
Guelph	71,000	61	263	19%
London	254,000	60	858	7%
Cambridge	73,000	57	369	13%
Lindsay	14,000	53	100	35%
Burlington	108,000	51	54	49%
Timmins	44,000	49	142	26%
Nepean	81,000	43	0	100%
Elliot Lake	13,000	42	0	100%
Peterborough	99,000	40	369	10%

[1] Information based on December 31, 1980 data

TABLE 1.2: Municipal Profile of Selected Communities

MUNICIPALITY	POPULATION TREND 1975-80[1]	TYPE OF COMMUNITY	ECONOMIC CLIMATE[2]	VACANCY RATE[3] (APRIL 1981)
Lindsay	- low growth (6.8%) - older population (22% age 60+ yr.)	small town	vulnerable	0[4]
St. Catharines	- almost no growth (2.7%)	city	vulnerable	1.2
Brampton	- rapid growth(42.7%) - younger population (93% under age 60 yr.)	new city	growth	0.1
Gloucester	- rapid growth (33.7%)	bedroom-suburb of Ottawa	reliant on Ottawa	8.8
North York	- almost no growth (0.8%)	new city	growth	0.3

[1]Central Statistical Services, Ontario Ministry of Treasury and Economics, "Population Trends 1965-1980".

[2]Financial Post, "Survey of Markets, 1980".

[3]Canada Mortgage and Housing Corporation, "Semi-Annual Rental Apartment Vacancy Survey", April 1981.

[4]Ministry of Municipal Affairs and Housing, "Municipal Housing Statement, Town of Lindsay", 1980, prepared by Gibson/Bahrynowskis & Associates Ltd.

TABLE 1.3: Neighbourhood Characteristics of Selected Developments

DEVELOPMENTS IN EACH MUNICIPALITY	PRIMARY LAND USE	INCOME	NEIGHBOURHOOD MIX
Lindsay			
Westwood Court (RS)	urban/residential	low	OHC
107 Colborne St.W. (RS)	urban/residential	low-middle	mixed
2 Colborne St. W. (RS)	urban/residential	low-middle	mixed
Maryknoll (OHC)	suburban/residential	low-middle	mixed
Mary & James (OHC)	urban/residential	low	OHC
St. Catharines			
Glenridge (RS)	urban/residential	middle	mixed
Cushman (RS)	urban/commercial	low	mixed
Northtown (OHC)	urban/residential	low	OHC
Brakencrest (OHC)	suburban/residential	middle	mixed
Brampton			
Orenda Court (RS)	new community/industrial	low	mixed
Nightsbridge (RS)	new community/residential	low-middle	mixed
McHardy (OHC)	urban/ recreational	low	OHC
Gloucester			
Donald St (RS)	new community/residential	low-middle	mixed
Innes Rd (RS)	rural/residential	middle	mixed
North York			
San Romanoway (RS)	urban/residential	low	mixed
Broadoaks (RS)	urban/residential	low-middle	mixed
Driftwood (OHC)	urban/planned development	low	OHC
Falstaff (OHC)	urban/residential	low	OHC

TABLE 1.4: Characteristics of Selected Developments

SAMPLED DEVELOPMENTS	HOUSE TYPE	PARKING	NO. OF BUILDINGS	NO. OF FLOORS	NO. OF UNITS TOTAL (RS)	SIZE OF R.S. & O.H.C. UNITS Bedrooms 1	2	3	4	5	LIVE-IN SUPERINTENDENT
Lindsay											
Westwood Court (RS)	low-rise apt.	outdoor	1	7	100 (25)	10	15				Yes
107 Colborne St. W. (RS)	low-rise apt.	outdoor	1	6	48 (12)		12				Yes
2 Colborne St. W. (RS)	low-rise apt.	outdoor	3	6	145 (41)	16	19	6			Yes
Maryknoll (OHC)	semi-detached	indiv.	7	2	14		10			4	No
Mary & James (OHC)	stacked-town	outdoor	2	3	24		12	12			Yes
St. Catharines											
Glenridge (RS)	high-rise apt.	garage	1	14	135 (22)		22				Yes
Cushman (RS)	row-house	outdoor	7	2	49 (12)		12	40	8		No
Northtown (OHC)	row-house	outdoor	12	2	80		32	16			No
Brakencrest (OHC)	semi-detached	indiv.		2	16						No
Brampton											
Orenda Court (RS)	stack-town & apt.	garage	3	4	237 (51)		24	21	6		Yes
Nightsbridge (RS)	high-rise apt.	outdoor	1	10	698 (175)						Yes
McHardy (OHC)	row-house	outdoor	3	2	98		20	58	20		Yes
Gloucester											
Donald St. (RS)	high-rise apt.	garage	1	19	282 (65)		34	31			Yes
Innes Rd. (RS)	low-rise apt.	garage	2	8	284 (10)		10				Yes
North York											
San Romanoway (RS)	high-rise apt.	garage	1	33	429 (107)	35	62	10			No
Broadoaks (RS)	low-rise apt.	garage	1		176 (25)		25				Yes
Driftwood (OHC)	high-rise apt.	outdoor	1		135	45	90				No
Falstaff (bldg.B) (OHC)	high-rise apt.	garage	3	16	221	19	183	19			No

Table 2.1: Subsidized Tenants' Ratings on the 10-Item Satisfaction Scale

Items	Very Satisfied		Satisfied		Neither Satisfied or Dissatisfied		Dissatisfied		Very Dissatisfied	
	R.S.	O.H.C.	R.S.	O.H.C.	R.S.	O.H.C.	R.S.	O.H.C.	R.S.	O.H.C.
1. Your Apartment or House	70%	64%	15%	21%	8%	6%	4%	6%	3%	3%
2. Rent You Pay	72%	88%	10%	0%	3%	3%	4%	3%	11%	6%
3. Location of Your Home	70%	64%	8%	27%	7%	0%	8%	0%	7%	9%
4. General Comfort and Convenience	67%	70%	15%	15%	6%	12%	4%	3%	8%	0%
5. Your Neighbourhood	54%	61%	17%	12%	8%	3%	7%	6%	14%	18%
6. Type of People Who Live Here	49%	49%	18%	6%	15%	6%	14%	24%	4%	15%
7. The Management	50%	64%	12%	15%	17%	15%	13%	3%	8%	3%
8. Amount of Noise in Your Building	50%	49%	16%	15%	7%	12%	7%	15%	18%	9%
9. Upkeep and Maintenance	46%	58%	18%	18%	18%	9%	8%	3%	10%	12%
10. Security and Safety	47%	61%	16%	18%	14%	3%	8%	3%	15%	15%

APPENDIX C: EXAMPLES OF SURVEY INSTRUMENTS

1. Housing Authority Interview and Data Collection Forms

2. Private Landlord Interview

3. On-Site Observation

4. Tenant Letter

5. Tenant Interview

   a) Rent Supplement Tenant
   b) O.H.C. Tenant
   c) Private Tenant

Date:

HOUSING AUTHORITY INTERVIEW AND DATA COLLECTION FORMS

Housing Authority: _____

Address: _____

_____

Chairman: _____

Housing Manager: _____

Tenant Placement: _____

Selected Community: _____

I. INTERVIEW WITH HOUSING MANAGER AND TENANT PLACEMENT STAFF

PREAMBLE

1. Describe allocation criteria for Rent Supplement units?
   (Is it a screening process or a selection process?)

2. What proportion of tenants specifically request a Rent Supplement unit?
   Do you accommodate these tenants?

3. Do you have transfer requests from Rent Supplement tenants? About how many? What are the reasons given for the request? (Do they request a transfer to an OHC project or to a Rent Supplement unit?)

4. Can an O.H.C. project tenant transfer into a Rent Supplement unit? Do you get many such requests? What are the reasons given for such requests?

5. What kinds of problems do you typically experience with your Rent Supplement tenants?

6. What kinds of complaints do you get from Rent Supplement tenants?

7. Are non-RGI tenants aware of Rent Supplement tenants?

8. Are you aware of any problems of discrimination against the Rent Supplement tenants? Are you aware of any difficulties which have arisen between the Rent Supplement and other tenants, e.g. difficulties for the Rent Supplement tenants in competing with other tenants?

9. Which of your staff have contact with the Rent Supplement tenants after they are housed?

10. What kinds of problems do you have with your Rent Supplement developments? Is maintenance a problem?

11. Do you feel that landlords typically choose a particular type of tenant? Please describe the preferred Rent Supplement tenant.

12. Is your turnover rate greater in projects or Rent Supplement?

13. Is there any difference in the number of rejections by applicants between projects and rent supplement units? What are the reasons?

IDENTIFY POSSIBLE RENT SUPPLEMENT DEVELOPMENTS
SELECT TWO RENT SUPPLEMENT DEVELOPMENTS
IDENTIFY COMPARABLE OHC PROJECTS

14. How successful do you feel that the rent supplement program is? What is your overall impression of this program?

15. What has been your experience with these two rent supplement developments? With the landlords?

II. DATA COLLECTION

A. Housing Authority: _____

Number of Family Housing Units in H.A.

	O.H.C.	R.S.	OTHER	TOTAL
Senior Citizens				
Families				
Total				

Number of Family Housing Units in Community

	O.H.C.	R.S.	OTHER	TOTAL
Senior Citizens				
Families				
Total				

Family Tenant Profile for H.A.

	ONE PARENT	TWO PARENT	TOTAL
Employed (i.e. RGI Scale)			
Social Assistance			
Total			

Family Tenant Profile for Rent Supplement Units

	ONE PARENT	TWO PARENT	TOTAL
Employed (i.e. RGI Scale)			
Social Assistance			
Total			

B. Selected Developments: _____

Name/OH#: _____

Site Address: _____

Super/Project Manager: _____ Tel. #: _____

Address of Owner: _____

_____ Tel. #: _____

xxxxxxxxxxxxx xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx

1. Age of building: 19 _____

2. Number of buildings: _____ No. of Floors: _____

3. Rent Scale: _____

4. Number of units: _____ No. of R.S. units: _____

5. Rent Includes:

Heat	_____	Hot Water	_____
Hydro	_____	Parking	_____
Water	_____	Cable	_____

6. Size of units:

a) # of bachelor apts	_____	d) # of 3-bedrooms	_____
b) # of 1-bedrooms	_____	e) # of 4-bedrooms	_____
c) # of 2-bedrooms	_____	f) # of 5-bedrooms	_____

7. Does development have own parking? (If yes, # of spaces)

a) Yes - indoor _____ outdoor _____ b) No _____

8. Is there an active tenant association in development?

a) Yes _____ b) No _____

C. Selected Tenants: _____

Name: _____

Address: _____

Tel. #: _____

xxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxxx

1. Residents in Dwelling:

Relationship	Age
1. 2. 3. 4. 6.	

2. Monthly Income: _____

3. Source of Income: FBA GAINS Empl.

4. Monthly Rent: _____

5. How long has resident been an O.H.C. tenant? _____

6. How long has resident lived in a R.S. unit? _____

7. Has tenant rejected previous offers of units?
If yes, what type of unit and reasons for rejection.

Date:

PRIVATE LANDLORD INTERVIEW

Site Address: _____

Owner: _____

Interviewee: (name) _____

(title) _____

(tel. #) _____

PREAMBLE

1. How long have you participated in the rent supplement program?

2. Are you involved in other rent supplement developments? How many? Where?

3. How do you feel the selection process works? What sorts of problems have you encountered with the process?

4. Do your Rent Supplement tenants tend to be any different than your other tenants in terms of creating problems, complaints, demands?

5. What type of tenant do you prefer to rent to?

6. In terms of family structure and life style is there a substantial difference between your rent supplement tenants and your other tenants in the building?

7. How successful do you feel that the rent supplement program is? What sorts of problems do you see with the program?

8. What are the problems that you have encountered with this development in particular?

9. Size of Units:

a) # of bachelor apts.	_____	d) # of 3-bedrooms	_____
b) # of 1-bedrooms	_____	e) # of 4-bedrooms	_____
c) # of 2-bedrooms	_____	f) # of 5-bedrooms	_____

10. Services and facilities provided:

Heat	_____	Hot Water	_____
Hydro	_____	Parking	_____
Water	_____	T.V. Cable	_____

Other (describe)

Date:

ON-SITE OBSERVATION

Site Address: _____

_____

_____

A. NEIGHBOURHOOD

1. How many of the houses/buildings in the neighbourhood appear to need some paint, rapairs or some work done on the yard?

None		About half		All
1	2	3	4	5

2. How does this development compare with others in area?

Worse		Same		Better
1	2	3	4	5

3. Type of neighbourhood:

- Land use (describe in terms of amount of commercial, industrial and residential uses).

- Buildings

  a) primarily single-family attached and detached dwellings

  b) primarily town or row houses

  c) primarily low-rise apartments

  d) primarily high-rise apartments

- Ethnicity

- Mix of incomes

4. Proximity to services:

Service	Distance		
	Within 1 Block	Within 3 Blocks (15 min)	Farther
Public Transit			
Convenience Store			
Grocery Store			
School			
Day Care			
Park/Recreation Facilities			
Drug Store			
L.C.B.O.			
(O.H.C. Project)			

5. Comments re. neighbourhood:

8. DEVELOPMENT

1. Type of Structure
   a) high-rise apartment
   b) low-rise apartment
   c) row house

2. What services and facilities are provided in building?
   a) laundry
   b) lounge
   c) recreation (describe)
   _____
   d) other (describe)
   _____

3. Use of outdoor space included as part of development:
   a) children's playspace
   b) benches/tables
   c) adult recreation
   d) swimming pool
   e) other (describe) _____

4. Describe development in terms of maintenance:

		Poor				Good
a)	neatness and cleanliness	1	2	3	4	5
b)	physical condition of interior(e.g. walls, ceilings, etc.)	1	2	3	4	5
c)	upkeep of outdoor space	1	2	3	4	5

d) comments:

5. Describe development in terms of safety & security:

- Evidence of vandalism

None				Extensive
1	2	3	4	5

- Adequacy of lighting

	Dark				Bright
a) outside (including parking area)	1	2	3	4	5
b) entrance & halls	1	2	3	4	5

- Describe means of access to building

6. Overall Impression:

Poor				Good
1	2	3	4	5

7. Comments (re. development):

Ministry of Housing
Ontario Housing Corporation

101 Bloor Street
Toronto, Ontario
M5S 1P8

Dear

The Ontario Housing Corporation is conducting a study of housing satisfaction in your neighbourhood. Your address has been selected among many others, as one of the households to be included in this study. A representative from the Corporation will soon be contacting you by telephone. At that time you will be invited to arrange a convenient time for an interviewer to come to your home to explain the study to you and to ask you some questions about your house or apartment and the neighbourhood in which you live. We feel that this study is important and your co-operation would be greatly appreciated.

The addresses of the people to be interviewed have been selected at random in order to ensure that we have a representative sample of opinion. In order to avoid any misunderstanding each interviewer will have proper identification as an employee of the Corporation.

While your participation is entirely voluntary, we think you will find the subject of the interview interesting. We assure you that all information which you give us will be kept in complete confidence. Names do not appear on the interview form and these forms will not be available to anyone other than the research team. If you wish more information the researcher who telephones will be able to assist you.

Yours Sincerely,

P. J. Pratley
Director
Operational Planning Branch

Date:
Start:
Finish:

HOUSING STUDY

TENANT INTERVIEW

_____
Interviewer

Resp. No. _____

TENANT INTERVIEW

1. How long have you lived in this building/house? _____

2. What do you most like about living here?

3. What do you dislike most about living here?

4. What would you like to see changed?

5. How does this home compare to your previous home? (What do you like better? What do you not like as well?)

6. Do you find that you have enough living space? Is the apartment roomy enough?

7. Is the apartment quiet enough? Does the noise bother you?

8. How about maintenance? If something gets broken does it get repaired quickly? (How about maintenance in your apartment/house? Now what about in the common areas such as the lobby or elevators?)

9. How well is this building run? (Are you pleased with the management? Are the rules and regulations fair? Are they enforced?)

10. Would you recommend this building to your friends?
a) Yes - why?
b) No - why not?

11. Now I'd like to talk a little bit about your neighbourhood. How long have you lived in this general area? Have you lived in this area before moving to this apartment/house?

12. Do you like this location? Are you handy to friends and relatives? Is it easy to get to work? Are you close to community services and facilities? What would you change about this location?

13. Do you feel good about living in this neighbourhood?

14. How would you improve this neighbourhood?

15. Is this a safe neighbourhood? (What about the building itself?)

16. In general, how do you feel about your neighbours?

17. What kind of contacts do you have with your neighbours?

18. Do you feel comfortable living here?

19. I'd like to ask you to look into the future a moment. If things were to go well during the next few years do you expect to be staying in your present accommodation for the foreseeable future? (2 - 5 years).

a) yes (go to question 21)
b) no

20. What would be your primary reason for moving?

a) buy a house
b) increase in income
c) change in job location
d) rent too high
e) unsatisfied with present housing
f) move to another type of accommodation
g) other (Please specify)

21. Are you aware of another kind of housing where you don't have to pay full rent? I'm thinking of the O.H.C. developments in your community? Would you rather live in an O.H.C. housing complex or do you feel more comfortable living here?

a) O.H.C. - why?
b) R.S. - why?

22. How well do you think the rent supplement program works? How would you improve it?

23. I have just one more thing to ask you to do for me. Would you please indicate the degree to which you are satisfied or dissatisfied with each of the following aspects of your housing. Just circle one number for each item.

		Dissatisfied	Somewhat Dissatisfied	Neither Dissatisfied or Satisfied	Somewhat Satisfied	Satisfied
a)	your apartment or house	1	2	3	4	5
b)	your neighbourhood	1	2	3	4	5
c)	the location of your home	1	2	3	4	5
d)	the management of your building	1	2	3	4	5
e)	the type of people who live there	1	2	3	4	5
f)	the upkeep and maintenance of your building	1	2	3	4	5
g)	the rent you pay	1	2	3	4	5
h)	security and safety in your building	1	2	3	4	5
i)	the amount of noise in your building	1	2	3	4	5
j)	general comfort and convenience	1	2	3	4	5

Thank you for your time. We appreciate your help in doing this study. Are there any comments you would like to add or points we haven't touched on?

Thank you again.

OBSERVATION

1. Age and sex of respondent _____

2. Floor number _____

3. Size of unit

a) bachelor	_____	e) 4-bedroom	_____
b) 1-bedroom	_____	f) 5-bedroom	_____
c) 2-bedroom	_____	g) 6-bedroom	_____
d) 3-bedroom	_____	h) other (specify)	_____

4. Availability of outdoor private space

   a) balcony
   b) back yard
   c) front yard
   d) none

5. Describe dewelling in terms of upkeep

Poor				Good
1	2	3	4	5

6. Has the resident done anything to personalize the unit such as painted or wall papered and hung pictures or mirrors?

   a) Yes (describe)
   b) No

7. Describe unit in terms of privacy:

	Poor				Good
a) visual	1	2	3	4	5
b) noise	1	2	3	4	5
c) smell	1	2	3	4	5

8. Overall Impression:

Poor				Good
1	2	3	4	5

COMMENTS

5B

Date:
Start:
Finish:

HOUSING STUDY

TENANT INTERVIEW

_____
Interviewer

Resp. No. _____

TENANT INTERVIEW

1. How long have you lived in this building/house? _____

2. What do you most like about living here?

3. What do you dislike most about living here?

4. What would you like to see changed?

5. How does this home compare to your previous home? (What do you like better? What do you not like as well?)

6. Do you find that you have enough living space? Is the apartment roomy enough?

7. Is the apartment quiet enough? Does the noise bother you?

8. How about maintenance? If something gets broken does it get repaired quickly? (How about maintenance in your apartment/house? Now what about in the common areas such as the lobby or elevators?)

9. How well is this building run? (Are you pleased with the management? Are the rules and regulations fair? Are they enforced?)

10. Would you recommend this building to your friends?
a) Yes - why?
b) No - why not?

11. Now I'd like to talk a little bit about your neighbourhood. How long have you lived in this general area? Have you lived in this area before moving to this apartment/house?

12. Do you like this location? Are you handy to friends and relatives? Is it easy to get to work? Are you close to community services and facilities? What would you change about this location?

13. Do you feel good about living in this neighbourhood?

14. How would you improve this neighbourhood?

15. Is this a safe neighbourhood? (What about the building itself?)

16. In general, how do you feel about your neighbours?

17. What kind of contacts do you have with your neighbours?

18. Do you feel comfortable living here?

19. I'd like to ask you to look into the future a moment. If things were to go well during the next few years do you expect to be staying in your present accommodation for the foreseeable future? (2 - 5 years).

a) yes (go to question 21)
b) no

20. What would be your primary reason for moving?

a) buy a house
b) increase in income
c) change in job location
d) rent too high
e) unsatisfied with present housing
f) move to another type of accommodation
g) other (Please specify)

21. Are you aware of another kind of housing where you don't have to pay full rent? I am thinking of the rent supplement program. Do you know about it? (Describe if necessary.) Would you rather live in a rent supplement unit in a privately owned building or do you feel more comfortable here?

a) O.H.C. - why?

b) R.S. - why?

22. How well do you think the rent supplement program works? How would you improve it?

23. I have just one more thing to ask you to do for me. Would you please indicate the degree to which you are satisfied or dissatisfied with each of the following aspects of your housing. Just circle one number for each item.

		Dissatisfied	Somewhat Dissatisfied	Neither Dissatisfied or Satisfied	Somewhat Satisfied	Satisfied
a)	your apartment or house	1	2	3	4	5
b)	your neighbourhood	1	2	3	4	5
c)	the location of your home	1	2	3	4	5
d)	the management of your building	1	2	3	4	5
e)	the type of people who live there	1	2	3	4	5
f)	the upkeep and maintenance of your building	1	2	3	4	5
g)	the rent you pay	1	2	3	4	5
h)	security and safety in your building	1	2	3	4	5
i)	the amount of noise in your building	1	2	3	4	5
j)	general comfort and convenience	1	2	3	4	5

Thank you for your time. We appreciate your help in doing this study. Are there any comments you would like to add or points we haven't touched on?

Thank you again.

23. I have just one more thing to ask you to do for me. Would you please indicate the degree to which you are satisfied or dissatisfied with each of the following aspects of your housing. Just circle one number for each item.

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a)	your apartment or house	1	2	3	4	5
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d)	the management of your building	1	2	3	4	5
e)	the type of people who live there	1	2	3	4	5
f)	the upkeep and maintenance of your building	1	2	3	4	5
g)	the rent you pay	1	2	3	4	5
h)	security and safety in your building	1	2	3	4	5
i)	the amount of noise in your building	1	2	3	4	5
j)	general comfort and convenience	1	2	3	4	5

Thank you for your time. We appreciate your help in doing this study. Are there any comments you would like to add or points we haven't touched on?

Thank you again.

OBSERVATION

1. Age and sex of respondent _____

2. Floor number _____

3. Size of unit

a) bachelor _____
b) 1-bedroom _____
c) 2-bedroom _____
d) 3-bedroom _____
e) 4-bedroom _____
f) 5-bedroom _____
g) 6-bedroom _____
h) other (specify) _____

4. Availability of outdoor private space

a) balcony
b) back yard
c) front yard
d) none

5. Describe dewelling in terms of upkeep

Poor				Good
1	2	3	4	5

6. Has the resident done anything to personalize the unit such as painted or wall papered and hung pictures or mirrors?

a) Yes (describe)
b) No

7. Describe unit in terms of privacy:

	Poor				Good
a) visual	1	2	3	4	5
b) noise	1	2	3	4	5
c) smell	1	2	3	4	5

8. Overall Impression:

Poor				Good
1	2	3	4	5

COMMENTS

Date:
Start:
Finish:

HOUSING STUDY

TENANT INTERVIEW

_____
Interviewer

Resp. No. _____

TENANT INTERVIEW

1. How long have you lived in this building/house? _____

2. What do you most like about living here?

3. What do you dislike most about living here?

4. What would you like to see changed?

5. How does this home compare to your previous home? (What do you like better? What do you not like as well?)

6. Do you find that you have enough living space? Is the apartment roomy enough?

7. Is the apartment quiet enough? Does the noise bother you?

8. How about maintenance? If something gets broken does it get repaired quickly? (How about maintenance in your apartment/house? Now what about in the common areas such as the lobby or elevators?)

9. How well is this building run? (Are you pleased with the management? Are the rules and regulations fair? Are they enforced?)

10. Would you recommend this building to your friends?
a) Yes - why?
b) No - why not?

11. Now I'd like to talk a little bit about your neighbourhood. How long have you lived in this general area? Have you lived in this area before moving to this apartment/house?

12. Do you like this location? Are you handy to friends and relatives? Is it easy to get to work? Are you close to community services and facilities? What would you change about this location?

13. Do you feel good about living in this neighbourhood?

14. How would you improve this neighbourhood?

15. Is this a safe neighbourhood? (What about the building itself?)

16. In general, how do you feel about your neighbours?

17. What kind of contacts do you have with your neighbours?

18. Do you feel comfortable living here?

19. I'd like to ask you to look into the future a moment. If things were to go well during the next few years do you expect to be staying in your present accommodation for the foreseeable future? (2 - 5 years).

a) yes (go to question 21)
b) no

20. What would be your primary reason for moving?

a) buy a house
b) increase in income
c) change in job location
d) rent too high
e) unsatisfied with present housing
f) move to another type of accommodation
g) other (Please specify)

21. Now would you please tell me who lives here? (There's yourself, and ...)

Relationship	Age
1.	
2.	
3.	
4.	
5.	
6.	

22. a) What is your monthly rent?

$_____

23. I have just one more thing to ask you to do for me. Would you please indicate the degree to which you are satisfied or dissatisfied with each of the following aspects of your housing. Just circle one number for each item.

		Dissatisfied	Somewhat Dissatisfied	Neither Dissatisfied or Satisfied	Somewhat Satisfied	Satisfied
a)	your apartment or house	1	2	3	4	5
b)	your neighbourhood	1	2	3	4	5
c)	the location of your home	1	2	3	4	5
d)	the management of your building	1	2	3	4	5
e)	the type of people who live there	1	2	3	4	5
f)	the upkeep and maintenance of your building	1	2	3	4	5
g)	the rent you pay	1	2	3	4	5
h)	security and safety in your building	1	2	3	4	5
i)	the amount of noise in your building	1	2	3	4	5
j)	general comfort and convenience	1	2	3	4	5

Thank you for your time. We appreciate your help in doing this study. Are there any comments you would like to add or points we haven't touched on?

Thank you again.

OBSERVATION

1. Floor number _____

2. Size of unit

a) bachelor	____	e) 4-bedroom	____
b) 1-bedroom	____	f) 5-bedroom	____
c) 2-bedroom	____	g) 6-bedroom	____
d) 3-bedroom	____	h) other (specify)	____

3. Availability of outdoor private space

a) balcony
b) back yard
c) front yard
d) none

4. Describe dwelling in terms of upkeep

Poor				Good
1	2	3	4	5

5. Has the resident done anything to personalize the unit such as painted or wall papered and hung pictures or mirrors?

a) Yes (describe)
b) No

6. Describe unit in terms of privacy:

	Poor				Good
a) visual	1	2	3	4	5
b) noise	1	2	3	4	5
c) smell	1	2	3	4	5

8. Overall Impression:

Poor				Good
1	2	3	4	5

COMMENTS